International Conference Booklet

Development & Democracy

Sustainable World With No One Left Behind

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Pontis Foundation

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Opening remarks

Lenka Surotchak
**Executive Director
of the Pontis Foundation**

Your Excellencies, distinguished guests, ladies and gentleman,

it is the great honour to welcome you at this year's International Conference on Development and Democracy: Sustainable World with No One Left Behind, organised by the Pontis Foundation and the Ministry of Foreign and European Affairs of the Slovak Republic and held under the auspices of the Slovak Presidency of the Council of the European Union.

The commitments undertaken at the conferences in Addis Ababa, New York and Paris made the year 2015 an important milestone in the global development efforts. If we are to successfully deliver on the SDGs and the ambitious 2030 Agenda, we need to effectively address the root causes of poverty and instability in the world. Sharing and dissemination of innovative ideas on global responsibility is the key for our common future.

Dutch and Slovak Presidency of the Council of the EU have offered a number of opportunities to generate and implement innovative responses that effectively address global challenges. Public consultation launched by the European Commission provided a space for different stakeholders to express their views on the Agenda 2030, the future of the EU development policy and also Slovakia.

The fulfilment of the Agenda 2030 and SDGs requires a clear strategy, strong leadership and proper coordination between international institutions, ministries and agencies. A dialogue with civil society organisations, research institutions and the private sector is essential for the promotion of the shared agenda for coherent policies that support the global development agenda for the benefit of all. Also, strong engagement of and ownership from a variety of actors who do not necessarily deal with development policy issues are required. .

We believe that the conference Development and Democracy has become a major annual event on development in the central Europe. Every year it brings together decision makers, the international community of NGOs, academics, corporate sector and individuals who are ready to

invest in the future we strive for. The conference creates a space for innovative ideas on development and effective networking.

This year's program provides an impetus to look at the Agenda 2030, discuss the challenges of the SDGs implementation in a complex manner, and come up with inputs for strategies to address these challenges effectively. We have been looking for opportunities to create linkages between development cooperation and humanitarian aid in order to manage relationships with the third countries and tackle the problems that have arisen from migration. Our keynote speaker Alaa Murabit, one of world's leading voices for gender equality and the SDGs, will provide her view on the security crisis, migration challenges and health-related issues in the light of the current global trends. Afternoon sessions offer three key topics for discussion. The issue of social innovations for the poor will be tackled, the Agenda 2030 in the context of the new urban agenda will be discussed, and the role of the Western Balkan countries in development will be covered as well. Your active participation during the discussions is very welcome.

Finally, please allow me to say a big 'Thank you' to our donors - SlovakAid, the European Commission, the United Nations Development Programme, Kapuscinski Development Lectures, the International Visegrad Fund, and also to our partners - the Ministry of Finance of the Slovak Republic, Habitat, the University of Economics in Bratislava, and the Ministry of Foreign and European Affairs of the Slovak Republic for offering the venue for this conference and helping the Pontis Foundation team with the organization and planning of this event. Last but not least, I thank you all for coming to the conference and wish you a fruitful discussion.

Lukáš Parízek
**State Secretary of the Ministry
of Foreign and European Affairs
of the Slovak Republic**

Dear Deputy Minister of Foreign Affairs and European Integration of Moldova Mr. Darii,
Dear Secretary-General of the Ministry of Foreign Affairs of the Netherlands Ms. Brandt,
Dear Excellencies, Dear Ladies and Gentlemen,

it is my honour to welcome you all today on the premises of the Slovak Ministry of Foreign and European Affairs. Clearly, this is one of the most important forums in our region for discussing development policy issues.

The conference Development and Democracy annually brings together inspiring personalities that shed new light into the ways we address challenges beyond our borders. I appreciate the efforts of the Pontis Foundation in preparing already the fifth edition of this conference.

Ladies and Gentlemen,
for us, Slovaks, this year is different. It is my honour to be at this event in the time when the Slovak Republic is holding our first ever Presidency of the Council of the European Union.

It is as well the time, when the future development policy of the EU is being defined. We are the ones who decide now how we will make the Agenda 2030 and the Sustainable Development Goals work. Yet, the public expects us to deliver real, tangible results, not just talk. The EU has been confronted with the biggest migratory pressures since its establishment. People suffer in our neighbourhood and at our borders. We must put away political correctness of the past and look at these challenges with new eyes.

In the context of the migration crisis, massive assistance programmes have been mobilised at the EU level to assist people fleeing conflict areas. The trust funds established by the EU succeeded in quick mobilisation of resources.

Some say that these new tools brought us new solutions. Let me be a bit provocative on this

now. I do not automatically subscribe to this notion. Yes, the new money transfers or resources can buy some time, but they are not the solution itself. Here is why I think so.

The creation of specialised trust funds comes from understanding that the EU assistance needs to be faster, tailored to the situation and more flexible. We must be able to act when and where it is needed. As the saying goes "a friend in need is a friend indeed".

Within the context of the protracted crises, we are constantly reminded that humanitarian response and development initiatives have to be intertwined. Emergency response needs to go hand in hand with rehabilitation, reconstruction, and development. Also, the emphasis must be placed on prevention and resilience building.

To be more illustrative, 2011 was the most expensive year ever for damage and losses from natural disasters. The total price tag was at US$ 380 billion. That is nearly two-thirds more than the cost of damage caused by disasters in 2005, which was the previous record year. It was indeed a wakeup call for all.

Climate change and related disasters cause human suffering and environmental and economic harm as well. They set back progress on the development front. The efforts to eliminate poverty and inequalities are simply washed away.

According to research, every dollar spent on reducing people's vulnerability to disasters saves around seven dollars in economic losses. That is, in my opinion, a very good value for money.

Another fact is that humanitarian aid cannot be a substitute for political solutions. Therefore, a peaceful resolution of conflicts as well as effective addressing of vulnerability root causes need to be prioritized. Only then we can reduce humanitarian needs and move towards a long- term development. Most importantly, people need to be placed at the heart of the humanitarian action. That is why the protection of the most vulnerable ones is among the key priorities during our Presidency.

The EU has got closer to the concept of bridging the gap between humanitarian and development cooperation. For example, the implementation of the Facility for Refugees in Turkey enables a joint planning of humanitarian and development activities.

From a longer term perspective, the new EU External Investment Plan focuses on important areas. Mobilisation of private sector resources is one of them. It provides new economic opportunities for people in the countries of origin and transit of migration. Slovakia is doing its utmost to help this Plan become a reality.

What I find inviting about the External Investment Plan is the innovation it brings – a massive engagement of the private sector. We will leverage the private resources, in addition to the public ones, to bring real economic opportunities for people in their own countries. Rather than migrating for better opportunities to Europe, the vulnerable must see a better future ahead in their homelands. The expectations are obviously high – up to € 44 billion could be mobilised.

Ladies and Gentlemen,

such lessons learnt should be reflected as well in the future development policy of the EU. Later this month we expect the publication of the revised European Consensus for Development.

I will strongly urge my European colleagues to adopt the innovative approaches, and think out of the box rather than look into our wallets.

As the new EU Global Strategy puts it: "Development policy should become more flexible and aligned with our strategic priorities". It states as well that it should be better coordinated and more coherent with other policies, and it should promote resilience. All I can do is to support this statement.

To conclude, I wish you a very successful day - full of fruitful discussions and inspirational ideas.

Introductory speech

Johanna (Yoka) Brandt
Vice-Minister, Ministry of Foreign Affairs of the Netherlands

Thank you State Secretary Mr Parízek, thank you Ms Surotchak and the Pontis Foundation for organizing and hosting this conference. Let me also congratulate you on providing this occasion to reflect on the pressing global challenges related to international development at the time when Slovakia is holding the Presidency of the Council of the EU.

It is an honour to have been invited to address this conference on behalf of the Netherlands as the preceding country presiding the EU.

We have a rich programme ahead of us today covering issues such as the Sustainable Development Goals, and linking together humanitarian and development assistance and innovation.

Ladies and Gentlemen,

when looking at the world today, I cannot help thinking of the first sentence of Charles Dickens' 'A Tale of Two Cities': 'It was the best of times, it was the worst of times'.

It is because we find ourselves in a time that could be a watershed in the area of development. Last year the international community committed to three landmark agreements: on the SDGs, on the FfD, and on climate. This year's commitments were included at the World Humanitarian Summit in Istanbul and at the summits on refugees and migration in New York. So we could indeed grab the opportunity to transfer these global commitments into realities. Realities for everyone.

There is no doubt that significant progress has been made in the past years, including through investing and working on the MDGs. Millions more children survive now their first birthdays, access to education has improved, girls included; and many people have been lifted out of poverty.

Unfortunately, however, while the world has become a better place for many, for millions it is still not. Life is not better for some seventeen thousand children that will die today, as we

speak, mostly of causes we can prevent. Life is not better for one hundred and twenty million girls under the age of twenty, which is about one in ten, who were subjected to sexual violence at some point in their lives, neither it is better for people that live in areas torn by conflict or disaster, or for the 65 million people that have been displaced.

It is clear that with the current approaches, millions will continue to be left behind. So we could say it is the worst of times.

However, it does not have to be this way. The international commitments made in 2015 and 2016 provide us with a unique opportunity to do things differently. We turn commitments into results not only through pronouncements and intentions but through political commitment, investment and action. This does not mean business as usual. It means:

Firstly, to focus on those who are currently left behind. Making progress for the most marginalized and excluded is not just the right thing to do, it is also a smart thing because it is cost-effective. There is a growing global understanding of the costs of a highly unequal world: in terms of missed opportunities, lower productivity, slower growth, social resentment, and, too often, lives.

Secondly, we should invest in innovative tools and solutions. We need to utilise technological advancements for a far greater push to ensure that also the world's most disadvantaged ones are provided access to information, opportunities, and choices.

Thirdly, we need to engage globally. It is clear that in today's global world the developments far away can have an immediate impact close-by. We can no longer talk about far-away problems in abstract terms because they are actually very close and have a real impact on our lives. That is why, of course, the SDGs are truly universal.

Lastly, it is only by joining hands that commitments can be turned into reality. We can achieve results only when working together - governments, NGOs, civil society, academia and the private sector - and by connecting the dots between the different policy areas. Comprehensive partnerships are crucial if we want to accelerate results.

Ladies and Gentlemen,

let me share some experience from the Netherlands - what we have done differently.

At the general level, the Dutch government decided in 2012 to combine the agenda for aid, trade and investment as the main framework for shaping its response to the challenges to global development. As of 2015, the SDGs have been integrated in this framework.

We have also decided to focus on inclusive growth and development. A progress has not automatically benefitted everyone. We have to strive to achieve that also the most vulnerable and disadvantaged groups profit from the development by providing them access to jobs, education, letting them have a greater say in the developments that affect them. Simply, we strive to leave no one behind.

Moreover, we have embarked upon innovative partnerships - novel ways of working together with new partners, very often through a cooperation with several stakeholders from the government, civil society, NGO's, and businesses.

Let me give you just two examples that demonstrate the need for a broader, multi-stakeholder

approach - global value chains and also migration and development. These themes not only have an impact in other countries, but also in our own societies as they affect people at home.

Let me start with global value chains. We are all part of the production-to-consumption cycle which is defined through increasingly complex global value chains. Most of the products we consume are produced in other continents. Unfortunately, too often in conditions that violate human or labour rights, or that are harmful to the environment. Like your cell phone that could contain cobalt from dangerous hand-dug mines in the Democratic Republic of the Congo, sometimes dug by children under the age of seven who should be at school instead.

The G7, the Sustainable Development Goals, COP21, and the ILO have all called for more sustainable and more responsible global value chains.

Furthermore, it is consumers, especially the youth, who increasingly ask for a shift to a more responsible production and consumption and radical change of the current business models. For this reason, we all need to cooperate - businesses, civil society, NGO's, and governments. The problem cannot be tackled by any one of these on its own.

Over the past few years, the Dutch government has facilitated a process that is intended to lead to finally ten voluntary sector agreements on Responsible Business Conduct. Voluntary, because as experience proves, a voluntary approach fosters commitment.

The first agreement was signed for the textile and garment industry. Sixty Dutch companies that operate internationally, accounting for 30% of the market, have already signed up to it. So has the government, both major Dutch union federations, five major NGOs, and the three Dutch textile trade associations.

By signing this agreement, the parties committed themselves to taking collective action to ensure that the clothing the Dutch consumers buy is produced in a way that is sustainable for all stakeholders. Explicitly, this means that you should be able to buy a T-shirt knowing that a person who made it is over 18, is treated with respect, and earns a decent wage. Additionally, you can rest assured that the production of your T-shirt did not negatively impact the environment. In other words, this is an example of a concrete contribution to the Sustainable Development Goals implementation.

This process has not been easy. Companies have to get used to being transparent about their business and profit models. NGOs have to work with companies instead of being a watchdog. Governments have to learn to facilitate business instead of merely regulating it.

However, it works, and we are actually in the process of concluding a similar agreement with the banking sector, involving, from the government's side, not only the Minister of Development Cooperation and External Trade but also the Minister of Finance. We are very excited about scaling up this experience and including in the partnership with the EU.

At least some of you must have heard about the BBC item on Syrian refugee children working in Turkish sweatshops a couple of days ago. This case shows how complex issues such as global value chains and refugees come together.

Let me conclude by saying a few words on refugees and migration. The Netherlands feels that as a starting point people can best be taken care of in their own regions. This improves their chances of returning back home and contributing to the rebuilding and development of

their country of origin. And this is, of course, something what really happens. As we could have already noticed also during the Syria crisis, by far the greatest burden is carried by the neighbouring countries.

For those who cannot return home or those who cannot integrate in their host communities, the option of resettlement should be open. This means that we should both support refugees and host communities, and also work on a worldwide system for resettlement of refugees like we did in the 50s after the Hungarian uprising or in the 80s for Vietnamese boat people.

In the meanwhile, we have to take care also of the refugees that are already among us. Our focus has been on the implementation of the agreements we made to this end within the EU, namely to respect our international obligations and provide refugees the international protection to which they are entitled, and make sure that those who are not entitled to such protection return to their country of origin.

From the long-term view, it is crucial to focus on root causes for the situations in the countries of origin of both refugees and migrants. The EU is currently developing the so-called migration compacts with the counties of origin or transit countries such as Senegal, Mali, Niger, Nigeria, and Ethiopia. The Netherlands has supported the compacts process in Mali and Ethiopia.

A crucial element in dealing with root causes is the investment in the perspectives for young people. The key words here are education and providing better perspectives to young people by creating employment. Both the EU and the Netherlands have programmes that support these kinds of initiatives.

If we cannot assure parents that their children will get a proper education, neither offer young people perspectives at home, they will try to find it elsewhere - which perfectly makes sense in a globalized world. We have to get this right. For all - the countries of origin, people seeking a better life, and for our own societies.

Ladies and Gentlemen,

we are in a unique moment in time. The commitments we all made are not just about goals, targets and indicators. They are, above all, about a political will and courage. The political will to address inequality and to invest in stability. Everyone has a role to play. It is a shared responsibility, and therefore we must challenge ourselves today to think differently and act decisively, so that we can together make the world a better place for us all.

Thank you.

Plenary session

PLENARY SESSION: How can development cooperation and humanitarian assistance work better together to address current migration and security challenges?

According to the estimates of the UNHCR and the IOM in 2015, an unprecedented one million people were forced to flee to Europe due to persecution, conflict and poverty. The Slovak Presidency of the Council of the EU intends to encourage the sustainable EU migration and asylum policies also by solidarity and cooperation with third countries. The EU Member States call for creation of better linkages between development cooperation and humanitarian aid. The Agenda 2030 provides an impetus to look at the challenges in a complex manner and also to address them in such way. At the beginning of June, the European Commission published a communication on establishing a new Partnership Framework with third countries under the European Agenda on Migration. One of the key elements is to reach comprehensive partnerships (compacts) with third countries to better manage migration in full respect of our humanitarian and human rights obligations. To tackle root causes of migration in the countries of origin, an ambitious External Investment Plan is foreseen. What are the required steps to create a better linkage between development cooperation and humanitarian aid? How can we adjust the EU financial instruments to tackle the migration challenges so they are more effective? What partnerships are needed to deliver on the commitments done at the World Humanitarian Summit?

Moderator:
- **Eva Svoboda,** Research Fellow, Overseas Development Institute

Speakers:
- **Johanna (Yoka) Brandt,** Vice-Minister, Ministry of Foreign Affairs, The Netherlands
- **Lilian Darii,** Deputy Minister for Foreign Affairs and European Integration, The Republic of Moldova
- **Jean-Louis De Brouwer,** DIR B in DG ECHO (Europe, Eastern Neighborhood and Middle East)
- **Michal Mlynár,** Director General for International Organisations, Development Cooperation and Humanitarian Aid, Ministry of Foreign and European Affairs, The Slovak Republic
- **Zuzana Števulová,** Director of the Human Rights League, The Slovak Republic
- **Loris De Filippi,** President, Médecins Sans Frontières, Italy
- **Seamus Jeffreson,** Executive Director, CONCORD
- **Natalia Alonso,** Deputy Director of Advocacy & Campaigns, Oxfam International

The moderator opened the session by saying that migration and forced displacement were at the top of the global agenda. However, short-term and ad-hoc responses are unlikely to be effective and there is a consensus that the root causes of migration and forced displacement need to be tackled. In order to do that, partnerships are needed. But of what kind and what challenges and opportunities do they pose?

Johanna (Yoka) Brandt

From my point of view, the critical question is how we can collectively strengthen our approach to protracted conflict and displacements? Syria is a perfect example of a country where there are long-term development needs as well as such that are of immediate concern. Even though we have known this for a while, we continue to work and think in silos. Education is an example of a domain that addresses both short- and long-term needs.

Eva Svoboda (Moderator)

In your view, has the Netherlands addressed the issue of changing funding mechanisms?

Johanna (Yoka) Brandt

To some degree, though not perfectly. We have, for example, allocated 260 Million Euros to the Syria response, in particular to longer-term projects. But there is still a long way to go.

Michal Mlynár

Recently, we have been facing enormous humanitarian and development challenges with migration being an especially significant one. The question is not so much a growth in funding, but a need to look at how we can utilize the money more efficiently, in a smarter way. Instead of a 'business as usual' approach, a paradigm shift is required. This entails an investment in disaster risk reduction, conflict prevention, and diplomacy. The importance of creating

a linkage between relief, rehabilitation and development is not new, but it seems to me that a unique moment has arrived just now following on from the World Humanitarian Summit along with the Agenda 2030 and the SDGs. We need to support new partnerships - global, regional, and national - but also involve the private sector, local actors, and multinational development banks. There is also a momentum at the European level which should lead us to ensure that we are really working on preparing smart solutions to the challenges we have been facing.

Eva Svoboda (Moderator)
Within the EU, there is a system of parallel competencies that allows its member states to pursue their own policies alongside the EU policy. How can a long-term view be developed?

Michal Mlynár
We need to break down the silos and address these issues in a smarter way. The European Consensus on Development and the EU External Investment plan are steps in the right direction. African, Middle East trust funds and the Turkish financial mechanism are the examples of new and flexible approaches.

    If I take the Slovak example, we have also been faced with the task to better bridge the tools we have available in development and humanitarian assistance. On two occasions we used special mechanisms for humanitarian projects which were different from financing via direct contributions to humanitarian aid. This is an example of a more flexible approach and could perhaps be used also in the wider European family.

Loris De Filippi
I would argue and say that migration is not per se a humanitarian issue, or at least should not be. What is however becoming a humanitarian issue are the unaddressed problems such as violence, people smuggling, conflicts, etc. When addressing displacement, the focus has been placed on security issues, but that is not what refugees need. We have to be realistic and ac-knowledge that fences and borders will not stop people from leaving their countries. It is crucial to address the root causes of displacement. However, we also need to ask ourselves whether more development will lead to less migration. This is unlikely. In fact, the more development, the more likely people move. When we look at migration today, it is mostly linked to forced dis-placement. People have no other option than to leave. In general, what people want is only to have a future and to live in dignity. Development aid can contribute to this only partially. As long as the EU member states are in denial about the complexity of forced displacement, and contin-ue to bank on containment and deterrence, this will only cause more violations of human rights. Hence, I would encourage the European governments to facilitate and increase legal pathways to effectively monitor the flow of migrants.

Eva Svoboda (Moderator)
By nature, the population is very mobile. I suspect that this makes it quite difficult for humani-

tarian organisations to plan ahead. How does the preparation and planning within the MSF work in such situation?

Loris De Filippi

We understood that our strength is that we are present in the countries of origin, but also in the transit countries, in the Mediterranean and in Europe itself. This is the key as it allows us to watch and monitor what is going on. For example, we see the same people in Nigeria and subsequently two months later on the Italian coast.

Natalia Alonso

I would like to do a quick survey and ask the audience who thinks that Europe is facing a migration and refugee crisis? Raised hands? 1/3 of audience.

In my view, there is a number of questions we need to think through.

Is migration a problem?

Migration has existed for centuries. It is, in fact, a normal feature of mankind. According to the OECD, the economic growth in the receiving countries is positively impacted by migration. Remittances for instance are beneficial for the countries of origin. Migration, if managed well, can be a win-win situation.

Is migration in Europe a problem? People hadn't always wanted to come to Europe. In fact, in the 19th Century 12% of Europeans left for Americas. So if migration is not a problem, what is? There is a number of root causes that pose the problem: poverty, injustice, inequality, etc. I would like to ask what security is and who we should protect. People fleeing conflict are not a security problem. In fact, it is them who is fleeing insecurity. The question is therefore whether the EU is taking the right approach in managing migration. The whole deterrence policy is short-sighted, unsustainable and does not address the problems of people who are suffering.

Eva Svoboda (Moderator)

You mentioned security and I wanted to follow up on that. As a part of the security narrative, it seems as though security is trumping international norms. From Oxfam's perspective, how do you address this? How do you put your point across?

Natalia Alonso

We need to acknowledge the interplay between security and development. We could argue that using development funding to equip security forces in countries is dangerous.

Lilian Darii

Moldova remains a country of origin but we have successfully turned illegal flows into legal flows. This was done through a free visa regime with the EU two years ago, which offers the citizens a legal option to travel to the EU. Moldova has since then benefitted from remittances which are an important source for economic development. It must be said, however, that even legal migration can play a negative role. It is often better educated or skilled people who leave

the country which results in a brain drain. In my opinion, it is crucial to find a balance between stimulating legal migration and creating the necessary conditions for people to want to stay at home.

Jean-Louis De Brouwer

There needs to be a joined-up approach on the financial side. In my view, we have lost sight of the comprehensive approach. There is an absolute need to stop acting in silos. We are dealing with risk, manmade or natural. It is essential to have an integrated approach. But how do we ensure that we bring humanitarian work and development together? Perhaps via the EU trust funds. Although these are not easy to manage, they do help in defining a clear exit strategy. There should be two streams of funding available at the same time where humanitarian and development needs overlap, such as in Ukraine, Iraq, or Sahel.

Zuzana Števulová

The terms refugees and migrants are very abstract and lead us to forget that we speak about people. We are dealing here with people in extreme difficulties. Despite this, we are trying to restrict their movements telling them it would be better to stay at home. For many, being mobile means being a part of a privileged club where migration is desirable and possible. However, these people don't need to leave the country in the same way as refugees do. We must be honest about what aims and goals we want to achieve. The EU is setting a poor example where it acts as a champion of human rights on the one hand, but is also prepared to make deals with countries that have a poor human rights record on the other. As a result, Kenya points to Europe as an example, while it is trying to close the biggest refugee camp in the world. Another example is the agreement with Afghanistan. The Afghan rate of deaths from conflict is currently the highest in many years.

Seamus Jeffreson

I worry that what we have heard was over-optimistic. There is an issue of resources as well. Many donors spend more aid money within their own countries on refugee costs rather than oversees on developmental aid. If we take money allocated for long-term development and spend them on security, then we take away money from projects designed to tackle root causes. Everyone welcomes new investment. However, nobody has mentioned the resources that do exist but are going in the wrong direction. In 2013, USD 75billion was removed from Africa and sent to other parts of the world. Let's do not think that we can do more for less and ensure that we obtain more funds. Let's also do not reinforce the same problems that have caused inequality.

Question from audience

How does urbanisation impact on our discussion?

Jean-Louis De Brouwer

A series of landmark documents has been adopted by the UN – the SDGs, the New York decla-

ration on migration, the World Humanitarian Summit, etc. They all deal with separate problems without joining the dots. Cities are absolutely central to both migration and security. The world of tomorrow is one of interconnected megacities.

Johanna (Yoka) Brandt
We have to acknowledge that a lot of our development paradigms are very rural-based and we lack solutions for constantly increasing urban populations.

Natalia Alonso
With regards to population growth, we have enough food for everyone in the world, but a large proportion is still going to bed hungry. There is the need for political will to change this.

Michal Mlynár
Urbanisation does not take place only in megacities. Plenty of issues occur in rural settlements as well. We therefore need to see urbanisation in a broader context. Governance is the key element in the overall development agenda, which means also in the relations between development and security.

Question from audience
Why is it called a migration crisis, not a refugee crisis? Are we downplaying the motivations people have for leaving their homelands?

The number of asylum applications has risen. But it is not just about the applications, but more and more people are coming. It is also trade issues and Europe's external investment plan. How does the panel see this?

There is a lack of political will. What can the developmental and humanitarian community do to stimulate the will? How can we get the media become interested and reverse the present narrative of migration as being a threat?

Seamus Jeffreson
NGOs are not just watchdogs. They create a connection with citizens, with the people. It has been civil society and NGOs who have been at the front line providing support for refugees, rather than the government. Why is everyone so upset about trade? It is because people do not see who benefits from these agreements. We must show that trade agreements should benefit them, not threaten them.

Natalia Alonso
There is a lack of trust from citizens in their governments. This is due to the lack of coherence from governments. For example, the EU is the human rights champion, but it also sells arms to the governments in conflict zones.

Loris De Filippi

We need to have something like a 'statement check'. Is what the populist governments say actually true? For example, an Italian party claims that 90% of those arriving are economic migrants? Is this based on facts? Who the 'economic migrants' really are?

Zuzana Števulová

It is not just the media's responsibility, but our shared responsibility, to look at how the issues and happenings are portrayed. For example, the media often makes the link between crime and a particular ethnic group. This phenomena can be traced back to the ways in which we are raised. We somehow naturally assume that people who are different are a source of threat. This is not going to change overnight.

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lectures

ALAA MURABIT:
Why Securitization Only Works in Star Wars

Dr. Alaa Murabit is the founder of the Voice of Libyan Women, UN Sustainable Development Goals Global Advocate and UN High-Level Commissioner on Health Employment and Economic Growth. At the international conference Development and Democracy, held on October 27, 2016 in Bratislava, Murabit delivered a lecture on securitization of health, migration and emerging trends, called "Why securitization only works in Star Wars."

Murabit started her lecture with highlighting the complexity of the world and the wars we are fighting. Often we find ourselves fighting violent ideologies rather than people. These ideologies target the most vulnerable and most marginalized members of our societies. Partially as a result of digitalization, we have been forced to reframe our security. Murabit used the example of securitization of HIV by which "we criminalized key affected populations, putting them as the enemy and ignoring the larger social contexts." Securitization of health and humanitarian crises leads to mobilization of the funds and resources, which are still limited to the national priorities. According to Murabit, securitization leads to "reactionary policies, quick-fix solutions and a severe disconnect between military and local communities." Under this security framework we securitize people rather than issues. As an example, the ongoing securitization of migrants was given. "When we are securitizing, we are institutionalizing the double standard," said Murabit.

During Ebola crises a foreign military intervention was the key in curbing the spread of disease. "Yet, it took four Americans to be infected before the United States decided that Ebola was worthy of being dubbed a national security concern. Within a week, the WHO and the UN followed. By that time, thousands of West Africans had already lost their lives," pointed out Murabit.

Murabit reminded the auditorium that "we are operating in complex spaces that cannot be navigated solely by military force, and that we need to make sure that we stay inherent to our own standards." Europe is often perceived as a standard-bearer for the human rights. However, there are only two areas in the world where complete negation of human or women rights is excused by national identity - culture or history. These are Middle East and Europe. The global community does not need to securitize issues, but to promote sustainable security through

inclusive measures such as the Sustainable Development Goals. An important part of the commitment to achieve the SDGs is the individual work in communities, lobbying our representatives and challenging our definition of security. Security should not be synonymous to military force. "We need to recognize that security means education, quality health, equal opportunity, and fair and equal employment."

The youth bulge theory is often perceived as a reason for the rise in terrorist activity. Murabit pointed out that relative deprivation might be the real reason for ongoing change. Violent ideologies are spread regardless of education levels and financial resources. "If I feel that my opportunities have been limited in a society because of my name, colour of skin, my faith or my gender, I have animosity towards that society," explained Murabit.

Murabit continued by sharing a story of how she first got in touch with the UN. She was 21 and starting the Voice of Libyan Women. She decided to go to the capital to the fancy hotel and waited for the group of "middle-aged white men." "They sat down with me and one of them listened," said Murabit. It could have been very different if that one hadn't listened. According to Murabit, the UN, the international community, should go out of the capitals and meet with local leaders to achieve changes. "We have to work with women and youth on the ground," said Alaa.

At the end of her lecture, Murabit highlighted the need for long-term and sustainable solutions in the context of complexity of our world. "We cannot lead healthy lives or grow healthy communities if we do not respect the dignity of all people, if we do not promote women´s health, if we do not recognize women as valuable healthcare providers, if we do not invest in a long-term durable infrastructure, if we do not politically empower our communities and hold our governments accountable, if we do not treat our Earth with care, if we do not see people in conflict as people, and if we do not provide jobs that offer safety, stability, and prosperity." Murabit also stressed out the importance of history that shapes present security landscapes. To achieve global goals, we need to engage experts from across various sectors of public service and work alongside civil society, health professional associations, academia, trade unions and international organizations. "Our only option is to address the world´s complexity with creativity, grassroots coalitions, and with investment not just in our military, but in our people, recognizing that they are the solution to stability and sustainability" concluded Murabit.

Alaa Murabit Q&A

Michal Vašečka (Moderator)

What Alaa basically said is that we are looking for an enemy and the enemy is us. We have to change the way how we approach and look at things. That brings to me the first question I have to ask. In my understanding, you have been trying to bring about the reconciliation of various values such as dignity, freedom and so on. From what we have seen lately, many people exchange freedom for security. How all these can be reconciled?

Alaa Murabit

First and foremost, we have to understand what our definitions are. For example, if you ask two different people here in Europe what the European values are, they will give you two different answers. What do we mean by security? What is our definition of security? Does security mean global security where every person has a possibility to live peacefully and freely? Or does security mean not crossing our borders? First, we have to have a conversation about our own civic responsibilities and what these terms mean because we take a lot for granted. Let's start having honest conversations.

Michal Vašečka (Moderator)

Let's open the floor for the audience.

Question from audience

The SDGs are universal in the nature. The Greek government elaborated a strategy on gender equality which includes also immigrants. The main reason for a slow progress on gender equality is a perception that gender equality policies are a luxury not a priority. Then, there is the perpetuation of gender stereotype by the mass media. The SDGs may strengthen the gender equality strategies.

Alaa Murabit

I agree with you. However, we have to start talking about the underlying challenges as well. There is a huge global misconception that women do not lead. If you go to any community in the world, you will see women as leaders. We just do not define them as leaders and do not value their work. The first leader I knew was my mother. We have to start redefining leadership. Many qualities women have socially are seen as a subpart compared to courage, bravery and so on. We define leadership as very masculine in its nature. The most courageous we can be right now is to be compassionate and empathetic, and ask what we can do to make the world a better place rather than what we can do to protect ourselves only.

Question from audience

Why there has been this trend to securitize everything what happens?

Alaa Murabit

We are living in a time when it is difficult to achieve political unity. But once you securitize the issue, once you make it a crisis, you can overrule political unification and public opinion. What securitization really is about, is taking an issue which may not necessarily be relevant to the majority of citizens and let elites determine it to be a security threat. Once it is determined to be a security threat, completely out of proportion of probability to be harmful, it is prioritized. You do not have to waste time talking to people by telling them this is for their own good.

Question from audience

You fight against the misinterpretation of Islam which is used as an excuse for negating women's rights. How do you perform this job in the Arab world, vis-à-vis the Arab government and Islamic civil society?

Alaa Murabit

The way we did that was the Noor campaign which started in Libya in 2013-2014. The campaign took religious scriptures and verses that have often been used by religious and political actors and set them in context. There were billboards and advertisements for media aspect, but for the grassroots work we went to schools and universities around the country. Within three months we collected around 6000 surveys to make sure we had the statistical data. Within these three months we reached 2.2 million out of about 6 million Libyans. We did that by actually working with the religious institutions. When we started the Noor campaign we were going to do that alone. Most people would not want to talk to us. So we reached out to the religious authority in the country and were meeting with them over the course of 6 months to get them sign on to our use of the scripture. The cooperation with them gave us legitimacy and credibility. It also allowed for the ministry to sign on and we had a free media and were able to get to every school in the country. In my opinion, Islam, as every other major religion, has been manipulated, misinterpreted and misused to the benefit of political and economic leaders. Religion is a good way how to get people to act. Therefore, I think that the only option we have globally is to start talking about it. Conventionally, women's rights organizations did not want to engage with religious leaders either because it was too dangerous or because they did not want to empower them. I find the first reason to be legitimate but the second to be a nonsense, because they already are in power. This is the reason why we have to start challenging them.

Question from audience

I would like to know your personal view on the Libyan transition process and howyou evaluate the role of women within this dialogue.

Alaa Murabit

When we take a look at most conflict and post-conflict countries, it is unrealistic to expect a significant amount of progress within 5 or 10 years. There was a general optimism in 2011, but we have seen that the forces in play are much stronger than assumed previously. Aside from in-

creasing extremism, these include important forces such as a governing vacuum as well as a lot of regional and international involvement. I perceive this as exceptionally dangerous taking into account the history of Libya. We are a country that has been shut off from the rest of the world for about 40 years, and therefore having this type of engagement in such a short time has been very suspicious to a lot of Libyans. It makes the peacebuilding process very aggressive. I think this mostly stands from the exclusion of women. The women following the revolution started the conversation we needed. What happened next was that women got politically excluded first and foremost by the international community. Recently there has been a willingness on the national level to include women in the political processes. If we are to be genuinely honest about who is going to be building the peace, we have to start talking about women and their legitimate inclusion as equal partners at the table. In addition to women's inclusion, we have to start making clear that minorities and youth have to be at the table too, that the topics discussed have to be inclusive, and so on.

Question from audience
How gender inequality in Europe should be addressed in everyday life? As soon as one starts talking about these issues, half of the people will stop listening, including women. These issues are perceived as not important. You said that one of the ways would be re-defining the terms such as leadership. How can we do that and who should redefine these terms?

Alaa Murabit
I think we underestimate the role of the language when we define our roles and relations. When I was 21, someone who I admire a lot told me: "You are going to have four challenges. When you walk into the room, people won't listen for four reasons." The first was my ethnicity, the second, my faith, the third was my age, and the fourth was my gender. It struck me as interesting. He said it as though they were limitations. Why is my ethnicity a challenge but yours a strength? My ethnicity has forced me to look at the world differently. It actually forced me to ask questions about myself that I would not have asked otherwise. I often got comments about one of these four things from men and women alike, and I realized that my biggest strength in addressing them is never letting them pass. We can pretend this is not a serious issue, but it is. Globally. We have no moral high ground when it comes to a treatment of women. There is not a single country I can think of where the respect for women is equal to the respect for men. We also need to raise our standards and stop the conversation when it goes there.

Question from audience
When you talk about solutions, it is all bottom-up. How can all this be executed? Because we also see the political force that the solutions should come from the top-down.

Alaa Murabit
The top-down approach is very interesting. My organization also did something called "one voice conference", where we brought together the representatives of the government and civil society

and have them sit at the table for 5 days and try to solve issues. One of the problems with the top-down approach is that people don't trust the top. Also, the top changes too quickly. I think the only way the top-down actually works is if you have in the office people who care about the issues. You can emphasize the importance of something to the government but unless it intertwines with their own interests and values, it probably won't work. If we want to have a legitimate top-down approaches, we have to start talking about who represents us at the top, and about the inclusive political machinery. A limited pressure on the policy-makers is not a long-term sustainable solution.

Discussion panels and roundtables

THE MINISTRY OF FINANCE DISCUSSION TABLE:
Disrupting Development: Does Innovation Work for the Most Vulnerable?

We have been witnesses of new fascinating trends that disrupt the field of development. Large, multinational institutions are challenged by smaller and agile players who are redefining how we collect data (think Premise and real time data), how we mobilize funds for social good projects (think crowdfunding, peer to peer lending and blockchain for remittance transfers), how the funding is disbursed to citizens (think GiveDirectly or GrowFund), who do we consider to be an expert (think Positive Deviance Academy and Patient Innovation), or how we manage disaster risk (think AirBnB and PetaJakarta). In an effort to catch up, development organizations and governments around the world are searching for ways on how to do business differently and introduce more effective, efficient and agile solutions, and bottom up approaches to today's developmental challenges. The push for disruptions results from shifting paradigms on citizen engagement, where lay citizens become active contributors and shapers of the policy agenda, and is underpinned by the spread of new technologies and alternative finance models. These developments are echoed in the new 2030 Sustainable Development Agenda and the Data Revolution report, commissioned by the Secretary General, which seeks to improve efficiency in economic, social and environmental spheres, develop new and more sustainable ways to satisfy human needs, and empower people to make better informed decisions. This creates an interesting moment in time where the new players a la Premise do not have the scope or the scale to create an impact globally and where the development organizations still hold a niche in playing the convening role of bringing various parties together for joint action. Can innovation, in this context, play a role of bringing the emerging disruptors of the international development and large, multinational organizations such as the UN and the World Bank closer together in an effort to bridge the digital divide

and create programs that will extend the scope to those who are the most marginalized and vulnerable? What role can new donors play to stimulate this type of new collaborations? How might the development organizations need to change in order to collaborate more with the emerging rank of new players in the field? How has the role of citizen changed in the context of development work?

Moderator:
· **Rastislav Vrbenský,** Manager, UNDP Istanbul Regional Hub

Speakers:
• **Ken Banks,** Founder of kiwanja.net , Ashoka Fellow
• **Ján Hargaš,** Executive Director, Slovensko.digital
• **Lejla Sadiku,** Open Data Consultant, UNDP Istanbul Regional Hub
• **Gregor Virant,** Prime Minister's Delivery Unit, Serbia

Rastislav Vrbensky (Moderator)
The panel was opened by the moderator Rastislav Vrbensky who introduced the panelists and their background, while also providing an introduction into the importance of social innovation over technological innovation.

He named several ways in which innovation was disrupting international development. In an effort to catch up, development organizations and governments around the world are trying to find ways to do business differently and introduce more effective, efficient and agile solutions and bottom-up approaches to today's developmental challenges. The push for disruptions results from shifting paradigms on citizen engagement, where lay citizens become active contributors and shapers of the policy agenda; and is underpinned by the spread of new technologies and alternative finance models. These developments are echoed in the new 2030 Sustainable Development Agenda and the Data Revolution report, commissioned by the Secretary General, which seek to improve efficiency in economic, social and environmental spheres, develop new and more sustainable ways to satisfy human needs, and empower people to make better informed decisions. The SDG agenda alone requires USD 1.5 trillion a year, which is ten times more than the current ODA global annual spending.

Ken Banks
Ken Banks set off his presentation by displaying obsession with new things, even in cases when differences between the new and what already exists in the market are almost unnoticeable, such as the difference between iPhone 5 and 5s. The central tenet of Banks' presentation was that innovation is built of necessity and takes place all over the world, anywhere where people have to deal with development challenges. He listed several examples of such innovation: an innovator who turned the light dynamo on a bike to a phone charger, a nine-year-old Kenyan boy protecting cattle with his invention of special lights that chase away lions, schoolgirls who resolved the energy issue in their school by building a generator fueled by urine, or a nurse in

Nigeria who invented a solar-powered suitcase with batteries and LED lights that will assist surgeons during power outages.

Many of these innovations go beyond the intentions of their innovators. Erik Hersman is a co-founder of Ushahidi, a crowdsourcing information mapping platform that originated in Kenya but is now widely used all around the world to map catastrophes and help people in need. Another example is Brij Kothari who co-founded PlanetRead and BookBox and helped promote another innovation - the same language subtitling, which is a small and relatively cheap innovation that helps fight illiteracy through music videos and movies.

Banks himself is the founder of FrontlineSMS application which helps NGOs and businesses connect their services and applications with SMS services, and thus better serve people in developing countries who often own only simple mobile phones. It was first used in Kruger National Park to report on wildlife and now it is present in 170 countries. It was used for example to monitor Nigerian elections but also by activists in Zimbabwe or to report medicine stock-outs in South Africa. It is also used for anti-trafficking operations.

Banks concluded his presentation with an uplifting note saying that "the service to others is the rent you pay for your room here on Earth."

On the question of how he scales the business, Banks pointed out to the need for appropriate time and sufficient financial resources. Ushahidi for instance took about 2-3 years to scale.

Ján Hargaš

Ján Hargaš is the CEO of Slovensko.digital, an entity which supports the government in taking on technological solutions. He was previously a consultant for IT projects in the UK public sector.

Hargaš opened his speech by introducing Slovensko.digital as "the voice of the customer", counting 1500 programmers who are committed to and passionate about the e-Government.

Hargaš pointed out that in the next six years Slovakia would spend EUR 1 billion on the implementation of the IT project, and that one of the purposes of the organizations involved was to ensure that the investment would bring value for money, more than the first billion from the EU funds which had been spent previously. The objective of the entity is to take a collaborative approach with the government, provide alternative options, and promote open-source based solutions and open competition in government procurement.

One of the success stories of Slovensko.digital is the simplification of the absentee voter registration process in the parliamentary elections in 2016. According to the legislation, in order to complete the registration process, citizens who wanted to vote from abroad needed to execute many steps which took over 40 minutes. Through volby.digital, the tool which was launched by volunteers from Slovensko.digital, interested voters needed only to go through four steps and it took them about three minutes. This, in turn, resulted in a significant increase in registrations for absentee voting.

His messages towards the end of the presentation included the calls to empower communities (not only on a paper, but in a way they can actually steer the development), contribute with code, and engage in iterative processes - "think-build-test-rework". He also mentioned the

importance of being open to collaboration, designing for sustainability, and finding commercial reasons for innovation.

Gregor Virant

Gregor Virant served two times as a Minister of Public Administration, and a chairman of the Parliament in Slovenia, and is currently working in the Delivery Unit of the Prime Minister of the Republic of Serbia on streamlining public administration processes and cutting red tape.

Virant outlined several key considerations to be kept in mind when designing IT services for public institutions: streamlining, optimization, simplification of processes, cutting red tape and removing administrative burden.

For Virant, there are four principles to be followed in designing successful IT public services. These are:

1. **One step (life event) principle:** citizens should be able to receive a service in one single step. An example of that would be the ability to register a business in a one-stop shop.
2. **Exchange of data in the back office:** citizens should not need to carry documentation from one government office to another. The data and information should instead flow seamlessly between governmental bodies dealing with a particular service.
3. **Citizens should not need to fill in forms:** getting public servants to fill in the forms or having pre-filled forms reduces erroneous submission and the amount of time for public service delivery.
4. **Digitalization:** in streamlining and optimizing services, digitalization is the key to providing faster and more efficient public service delivery.

Virant piloted the e-Baby project in Serbia that uses the above-mentioned principles to save parents time when reporting the birth of their newborn baby to several government institutions. The process used to take up to 7 hours. 40,000 hours have been saved already and the project cost EUR 35,000. In fact, the most disadvantaged ones have benefited the most from this redesign of the service.

Whereas parents previously had to take several steps to register their newborn and 10 different institutions were included, now it take only one single step at the hospital where the birth took place and they receive an SMS containing the information about when and where the newborn was registered. The project has been implemented in the majority of the hospitals and we expect it to be 65-70% of the hospitals by the end of the year. It will soon scale to all hospitals in Serbia.

To conclude his presentation, Virant pointed out to the fact that the government does not have any competitor who it could sell this idea.

Lejla Sadiku

Lejla Sadiku works at the UNDP Istanbul Regional Hub on open data in the Eastern Europe and

Central Asia and manages the Transformative Governance and Finance Facility project supported by the Ministry of Finance of the Slovak Republic.

Sadiku's presentation focused on three premises on how the innovation agenda shapes and can shape international development.

1. **Necessity to change the discourse:** international development organizations need to acknowledge that it happens very often that the communities on the ground already have solutions to the problems they are face. Hence, instead of being the problem-solvers, development organizations should work more closely with grassroots communities, and support them in scaling up these solutions. Across the ECIS region, UNDP works closely with grassroots organizations to understand the dynamics on the ground and subsequently support their growth.

2. **Opening space for collaboration:** collaboration can take place in different forms. One of them is a people-to-people exchange. An example of such cooperation is the Patient Innovation project where citizens solve problems for other citizens who face health issues. In another form of collaboration, citizens can contribute with their skills and time to the improvement of the overall governance and strengthening of institutions. In Montenegro, UNDP supported a project whereby citizens could report irregularities to the government and 50% of the collected fines were re-invested in community projects. In 2015, over EUR 500,000 were invested in these projects.

3. **Bridging the divide between what is formal and informal:** this pertains especially to the use of data in addressing development challenges and technical differences. Instead of focusing on technical differences, we should take a problem-solving approach, develop technological solutions responsibly, support the growth of communities and develop concrete measurable solutions. Citizens are not concerned about where the information that provides an understanding of their context comes from, but they are interested in solutions. For example, in Gjakova, we try to understand the problem of illegal waste dumps by using different sources of data. Similarly, in Skopje, we explore various sources of data to address the air pollution problem.

Finally, Sadiku highlighted how important it was to enable and support scaling of successful solutions.

Discussion:

During the discussion, the audience enquired in particular about how solutions could be scaled and whether this was always of importance. Banks responded by making a claim that scaling was absolutely necessary and that resources could be identified to support scaling. Sadiku reflected that some solutions still can remain local.

A member of the audience enquired about authoritarian regimes that use technology to get closer to their people. For instance in Kazakhstan a man receives an SMS that informs him that his baby was born sooner than the mother of a newborn is able to call him. The panelists dis-

cussed that online tools are only tools and are not the replacement for democratic participation, unless they are used with this aim. "An online dictatorship is still a dictatorship", commented one of the panelists.

Finally, the moderator asked the panelists to provide their answers to what is innovation. Banks responded, "innovation is an idea that works."

THE HABITAT FOR HUMANITY ROUNDTABLE: How to make cities inclusive, safe, resilient and sustainable

The urban population has grown at unprecedented speed in the past fifty years and this growing tendency is only expected to continue. By 2050, 66% of the global population will live in cities, which means 2 billion people more than today. People are drawn to cities for a range of reasons but ultimately they move in a search for a better life. Megacities are growing fast, but the most significant growth takes place in secondary cities and informal settlements (slums). All cities face challenges and opportunities which have to be addressed now. The world countries reacted to this development by introducing Agenda 2030 (the SDGs) and New Urban Agenda (Habitat III). The question is how the implementation of these policies can be safeguarded in the current context? How should the EU contribute to the implementation of these policies? How to address the current challenges and make cities inclusive, safe, resilient and sustainable as the same time?

Moderator:
- **Deepali Sood,** Director of Partnerships, Habitat for Humanity International EMEA

Speakers:
- **Elena Szolgayová,** Director General for Housing Policy and Urban Development in the Ministry of Transport, Construction and Regional Development of the Slovak Republic; Chair of the UNECE Committee on Housing and Land Management and member of the Bureau of the Preparatory Committee for HABITAT III
- **Crystal West,** Advocacy Manager, Habitat for Humanity South Africa
- **František Kubeš,** Head of Urban Policy Unit, Regional Policy Department, Ministry of Regional Development, Czech Republic
- **Tamzin Hudson,** Advocacy Specialist, Habitat for Humanity International EMEA

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Introduction by Deepali Sood (Moderator)

People move to cities to find a better life. This is nothing novel, it is in human nature. The current status and future of the cities is however alarming. The urban population has grown at an unprecedented speed in the past fifty years and the trend is only expected to continue. By 2050, 66% of the global population will be living in cities, which means 2 billion people more than today. People are drawn to cities for a range of reasons, but ultimately they move in a search of a better life. Megacities are growing fast, but the most significant growth takes place in secondary cities and informal settlements (slums). All cities face challenges and opportunities which must now be addressed. The world countries reacted to this development by introducing the Agenda 2030 (the SDGs) and New Urban Agenda (Habitat III). The question is how to assure the implementation of these policies in the current context? How should the EU contribute to the implementation of these policies? How to address these challenges, in order to make cities inclusive, safe, resilient and sustainable? How are we prepared for this? Why does Habitat III matter?

Intervention by Gyorgy Sumeghy (advocacy manager, Habitat for Humanity International EMEA)

A big thing is that the final document New Urban Agenda was adopted by state governments during the UN conference in Quito in October this year. 30 000 people attended the conference, so it was an event as big as the UN climate summit in Paris, and different actors joined (including heads of state, housing ministers, CSOs, donors, businesses, etc.). However, little attention was paid to it by media. What is important is that local governments were involved. Habitat for Humanity developed and presented its key recommendations. The New Urban

Agenda must:
- Set specific and accountable measures
- Promote community-led development
- Prioritize security of tenure
- Emphasize adequate and affordable housing

Habitat for Humanity also co-chaired the committee to develop the policy paper on housing.

Discussion:

Elena Szolgayova

Slovakia had a pleasure to be very strongly involved in the process of the development of the New Urban Agenda. We already had some experience from Habitat II held in Istanbul 20 years ago. Content development for Habitat III started only in 2015 and when compared to Istanbul, it was a very short time until it was finalized. However, it represented a very serious attempt to prepare well and bring as many stakeholders as possible.

The process started with the idea to have national reports and to have them ready in 2015.

Only some managed to provide this by the date when the conference took place. In practice, the input did not exist. Issue papers were developed as well by the UN agencies, containing analyses and different aspects of urbanization. Policy units were also a part of the structure. They consisted of experts covering the most important aspects of urbanization. Twenty international experts were nominated by the governments. They met for the first time in November 2015 and only a small portion of experts could participate. The coordinators of the policy units played their role as well but there was almost no possibility to practically coordinate due to different understandings and backgrounds of the experts. Habitat for Humanity played an important role in discussions on housing topic.

Regional conferences took place, with various thematic focuses (financial, informal settlements, etc.). All these conferences resulted in the so called declarations, which were to fit into one document first introduced in April this year. The governments were to agree on this document already in October in Quito, which was a difficult and challenging task taking into consideration the short time for discussions and other factors as well.

There existed Bureau as well, which comprised of 10 people from different parts of the world. However, no Terms of Reference existed at that time. Fifty-seven meetings of the Bureau took place, the majority in New York.

It was agreed that before we come to the substance, we first need to agree on some approach, for instance who will lead the process, how we will measure, etc. The parties were not able to agree on the final document. Co-facilitators were introduced to the process to help with the negotiations on the document. It was difficult to formulate a role of different stakeholders. Some agreement was reached in New York eventually. The implementation, however, depends on the willingness of different stakeholders, national governments, and other actors.

Crystal West (National level point of view, example of South Africa)

What actually are informal settlements/slums? In South Africa (SA), these are characterized by substandard housing, lack of basic services, unhealthy living conditions, poverty and social exclusion. In these areas, there is a lack of employment opportunities and the means of transportation are limited. SA became a democratic country in 1994 - the right for adequate shelter was enshrined in its constitution. However, there still exist about 700 informal settlements in SA, which is close to 9 percent of the population living there. The inability of municipalities to be forward thinking contributes to the bad situation. Policies look good on paper, however, in practice they are inconsistent and hard to implement. Upgrading activities focus on fostering inclusion and improving of living conditions. It is critical that communities are able to drive their own development. Capacitating and educating people is an important element. SA is currently developing human settlements policy and Habitat for Humanity works in coalition with specialists. The New Urban Agenda is going to be implemented on the local government level.

Tamzin Hudson

This is an extremely important and timely topic. Africa has been facing enormous challenges.

African cities jumped into an industrialization phase. How to address industrialization and manu-facturing in cities? How to do this in a sustainable and environmentally safe way?

There was a common African position developed for the New Urban Agenda (NUA). For the first time in history this happened taking into account the African point of view. Africa has an agenda on its own – how to bring about structural transformation of Africa? From the African point of view, the NUA is important because it deals with the urbanization level and brings an opportunity to transform the societies if done correctly. This is one of the most difficult develop-mental challenges of the 21st century.

Africa is a place of tremendous opportunities and for the first time ever it says it can take the responsibility for its own development, via owing and driving the process of urbanization. All African countries suffer from an informal settlements problem. It is indeed a big challenge for the cities to accommodate such a large amount of people. This is also due to limited budgets and how the land market is organized. What we need to realize within this context is the governance issues – the SDGs will be implemented on the local government level, which means that the cities will take a very important stance. Political systems are not necessarily decentralized which also creates a challenge. Decentralization of financial system is of great importance as well.

From the policy perspective this all takes place in an interesting time. This century might become a century of cities. Scaling as well as good partnerships across the sectors and stake-holders is necessary. The law reform is needed as the legal systems in Africa often a remnants from the colonial past and there is a need to have legal systems more in line with the new challenges Africa is facing.

František Kubeš
Urbanization from EU Member State point of view
As a Member state, the Czech Republic cooperates on the European urban agenda – the delivery mechanism for NUA. The national urban policy (urban development principles) already exists in the Czech Republic. The NUA is a great content input for this.

Insufficient infrastructure causes people leaving towns. Smart cities are one of the devel-opment directions mentioned in the NUA. There is a need to find a good delivery mechanism for the NUA. We need to bring the NUA to the fore and make this agenda of the cities the most im-portant. The Integrated Urban Development Project is a good example for V4 countries of how to think about the territory. The most important aspect is that cities are willing to take the respon-sibility and admit they need to share their views with other partners, in other words, to build functioning partnerships. It is necessary to explain to cities and towns what it means to have the SDGs & NUA in place, what benefits these have for them, and how they could contribute. An implementation plan for the national governments, cities and local authorities is needed. The most important aspects here being partnerships, taking responsibilities, and explanatory mode.

Question from audience
What are the new approaches to the inclusion of the cities?

Crystal West

At the area-wide level, communities learn from each other, the approach of municipal officials is changing. When we talk about slum upgrading, it is not only about building but it means also including the community, the social aspect to the slum upgrading process. The 4 Ps approach is very essential, meaning the inclusion of all - public, private, people, partnerships, with the people of the community in the center of it all. You need to have trainings of and in the community as well as regular meetings with the municipality itself.

František Kubeš

The key is to teach people how to understand urban development in informal way, create information centers about the cities for their citizens. Municipalities need to go out of their buildings and start giving lectures (to students preferably). We need to make people understand how the city functions.

Elena Szolgayova

There is a need to find a way how to approach people. We need to make clear to people that they need to and that they actually can change something themselves, rather than give them orders.

Tamzin Hudson

Communities mapping and community driven data help us understand their point of view as well as determine the role the community can play.

Intervention by Greg Foster (Area Vice President, Habitat for Humanity International, Europe, Middle East and Africa)

Sometimes it can be very difficult to understand the challenges some cities, especially African, are facing. The cities in Africa are doubling in size every 10 years. The costs of building infrastructure are very high. The needs in these kind of growing cities are enormous.

Tamzin Hudson

There is as well a great need of capacity building at the municipality/city level. There is often an absence of professional city planners and lack of skills on the government level.

Question from audience

Could you tell us more about the negotiations that took place before Habitat III?

What does the term sustainable city mean and what new plans and trends are there in our region - meaning Slovakia and the Czech Republic - in terms of social housing?

Elena Szolgayova

The UN HABITAT played a very important role during the negotiations of the New Urban Agenda draft. The text itself includes now many regional specifics, common challenges, and the callfor

coordination. The differentiation in the level of importance of challenges failed during the process due to the lack of time for formulating practical measures. Habitat for Humanity did a very good job in the negotiation process before Habitat III as well, especially when covering the topic of housing.

František Kubeš

Currently there have been discussions in the Czech Republic on the new law on social housing. How this should be financed and so on. What does sustainable city mean? It means such development that leads to the improvement in the quality of life of the population and creates a vital environment for a functioning urban area.

Deepali Sood (Moderator)

How do we learn from each other? What about gender equality, women in cities, and security of tenure for women?

Crystal West

Upgrading of informal settlements is so critical due to the lack of access to basic services for women and children. Communities are driven by women, however, it is men who act as authorities.

Tamzin Hudson

There is a need for cities to be planned in a sensitive way. Women especially often use public transport - how to make infrastructure effective and safe? The attention should be paid to budgeting – who is the budget for?

Elena Szolgayova

It is essential to have an appropriate institutional setting. Important, as well, is to make sure that the knowledge exchange between the regions takes place. The urban agenda for the EU is the regional response to the New Urban Agenda. Another good example is the EU initiative called URBACT which takes the urban development issue to the municipality level.

THE INTERNATIONAL VISEGRAD FUND ROUNDTABLE: Visegrad Partners and Western Balkan CSOs for Development

In the coming years, Serbia, Montenegro, Macedonia and Albania will need to develop mechanisms, define their policy, development cooperation and humanitarian aid, and implement 30 chapters of the acquis communautaire concerning the EU's external relations and responsibility for global development. As in the past Europe, the involvement of Balkan NGOs in this process will be essential. Organizations in the Visegrad countries only recently went through similar processes. They prepared for the implementation of development projects, educational activities, and were involved in building first mechanisms for advocacy activities with local governments and the EU.

The roundtable focused on interconnecting the NGOs in the Western Balkans with organizations in those EU countries which recently went through similar processes. Experience and challenges in setting up development cooperation structures and mechanisms for advocacy with national governments and the EU were discussed.

Moderator:
- **Ulrike Bey,** HORIZONT3000

Speakers:
- **Štěpán Šantrůček,** Czech Development Agency, Czech Republic
- **Marián Čaučík,** Director of Dobra novina - Development Cooperation Programme of eRko, Slovakia
- **Miodrag Milićević,** Executive Director of NGO AKTIV, Kosovo
- **Goran Mitrović,** Director, Association Peoples Parliament, Serbia
- **Dorian Jano,** Director, EU Policy Hub, Albania
- **Ilina Nesik,** Programme Manager, Balkan Civil Society Network, Macedonia
- **Zsuzsanna Végh,** Researcher, Center for European Neighborhood Studies, Hungary
- **Dardan Kryeziu,** Civikos, Kosovo

Introduction by Ulrike Bey (Moderator)

Points for discussion:
- Experience of the V4 countries in building ODA structures and strategies
- State of play of the ODA discussion in the Western Balkans
- What can be done in support of the ODA creation processes in the Western Balkans

Marián Čaučík

Slovak experience:
- In the 90s, the Slovak NGOs started to get interested in humanitarian actions and development cooperation;
- Civic sector realised that development cooperation will be one of the issues dealt with in the EU accession process and started to talk to the MFA. This was even before there was a momentum created by the integration processes. Thus, the CSOs become one of the partners influencing and shaping the foundation of ODA;
- International networking under the TRIALOG project was one of the key factors of success;
- Another key point was the financial and capacity building support from international partners, such as the Regional Partnership Project, which provided the funding opportunity for small development and global education projects with partners in Austria, the Balkans, and others; or Canadian government program to build mechanisms and policies for ODA.

Recommendations:
- Focus on proactive networking with a wide range of NGOs – academics, humanitarian, church, development organizations, and anybody who can have an international reach. This is essential for building platforms, regional networking, meeting other platforms and peers;
- Create a platform, aim at being a partner to the MFA, be ambitious, build links with multilateral organizations and actors, involve UN - advocacy is essential;
- Set structures, advocate for financial allocation and separate budget for CSOs, avoid competing with private or state institutions.

Zsuzsanna Végh

V4 countries took very different paths to the creation of ODA. There are good examples and worse examples. For instance in Hungary, the ODA has not reformed for over a decade now.

Push factors:
- The EU membership – It is essential that the ODA creation is not only something to tick off the list. There is a need to create support and demand from public.
- Public opinion needs to be addressed
- In Visegrad countries, the International Visegrad Fund developed organically, based on the already existing integration. It supported the creation of networks among organizations, cultural exchange, closer academic cooperation, and factors creating sustainability.
- The Western Balkans could greatly profit from a similar fund. Unfortunately, the Western Balkans

fund does not deliver the above-mentioned opportunities and is largely driven from outside.

Suggestions:
- When creating mechanisms for ODA and regional cooperation, avoid coping the structures and procedures used in V4. It might not work in the Balkans.
- It is essential to differentiate between the calls for research, development, capacity building, small business, social business, etc.

Štěpán Šantrůček
CSOs played a large role in the development of the ODA system. It was a bottom-up process, first ignited by humanitarian aid in the Western Balkans in the late 90s. At that time, ODA was fragmented and governed by different line ministries. In 2010, the MFA established a development policy committee composed mainly of civil society actors. CzechAid is not even involved in setting up the policy, only in its implementation, which is a clear example of a good practice.

CzechAid invests in the capacity building of CSOs in Bosnia, provides assistance on how to talk to the government on the topic of ODA and how to establish funds. This is done as an investment to the future when the foreign aid will not be available.

Dorian Jano
Currently in the Western Balkans the focus is put on consolidation of democracy, not ODA, and also there is only little pressure for ODA by the EU at the moment.

Overview:
- There is no structured policy, not even in the countries in accession. This is not considered a priority for the government at the moment;
- If there is no pressure from above, then there is a need to look for the same level allies;
- There is a need to raise public awareness;
- Croatia's development cooperation is perceived largely as an employment creation activity. This needs to be dealt with too;
- Montenegro is a good example of involving NGOs in negotiations preparations. The country manifested good advocacy mechanisms in various chapters in the accession process;
- Partnerships and platforms are to be visible best vis–à–vis the government;
- The best way to make CSOs voice heard is via the activities such as shadow reporting;
- Transnational and regional networks are the best way out of the situation.

Goran Mitrović
Development cooperation is not at the top of the agenda of Serbia. NGOs try to create networks and participate in the existing.

Challenges:
- The Western Balkans have the experience with development cooperation through a non alli-

ance movement (Africa, Asia - development projects and student exchanges);
- Serbia, as the recipient of ODA, questions how effectively this assistance is being used;
- High pressure for a very effective and fast accession process leads at some instances to hasty legislation, with quality being a secondary concern;
- Serbian civil society faces challenges in communication with the government, but also with the institutions of the European Union.

Dragan Kryeziu

Civil society platform CiviKos is a Kosovar networking and umbrella organization for about 200 organizations, which works towards achieving an environment that is conducive to civil society activities. The main aim is to mediate and advocate for the cooperation between CSOs and the government.indd through:
- Participation in consultation and decision making – e-consultation engages citizens via enabling them to contribute with their comments and suggestions to new public policies and services ;
- A clear government system for contracting NGOs services;
- A fund for CSOs – a mechanism for public funding of CSOs will be required when the foreign funding will not be available anymore;
- Promotion of volunteerism;
- A joint council between the government and civil society, the CSO members being a part of different joint commissions at the line ministries.

When it comes to development assistance, there has been no initiative from the government and no mention that Kosovo should become a donor country.

Miodrag Milićević

The situation is restrictive for the civil society in North Kosovo and this takes place at a very grassroots level at the moment. The NGO AKTIV supports small grassroots organizations and civic participation in general.

After the Brussels Agreement, the situation in North Kosovo is slowly getting better.

For policy level interventions, the Platform for Analysis and Research was created and advocacy is being done through partnerships with networks such as CiviKos.

The civil society in the north has to advocate the implementation of the Brussels Agreement into both Pristina and Belgrade development. The follow-up talks require the voice of CSOs.

As to the European Western Balkans Joint Fund, there is a problem with pooling of grant funds.

Ilina Nesikj

The space for civil society is shrinking. Basic freedoms are being restricted, which is hampering the whole discourse on development cooperation.

The EU negotiation process and conditionality imposed by the EU are still an important drivers, becoming probably even more interesting in the coming years.

For CSOs to be partners in development assistance, the only solution at the moment is via partnerships with other countries such as V4.

The Western Balkan fund creation is one of the least inclusive processes in the region.

Q&A Session

Montenegro has a good structure for the CSO participation in the working groups of the EU negotiation, accession process. The CSO influence is not too large, they are often overvoted. This creates a great possibility to make the problems visible.

Suggestions: Best practice – how to tackle things which are not of great interest for the government:
- CSOs should be prepared to provide everything – comparison of law, expertise, research, background documents;
- CSOs could be the engines for starting the ODA process successfully. The same applies to the bottom-up approach between the state and the EU;
- Conviction and political will is crucial.
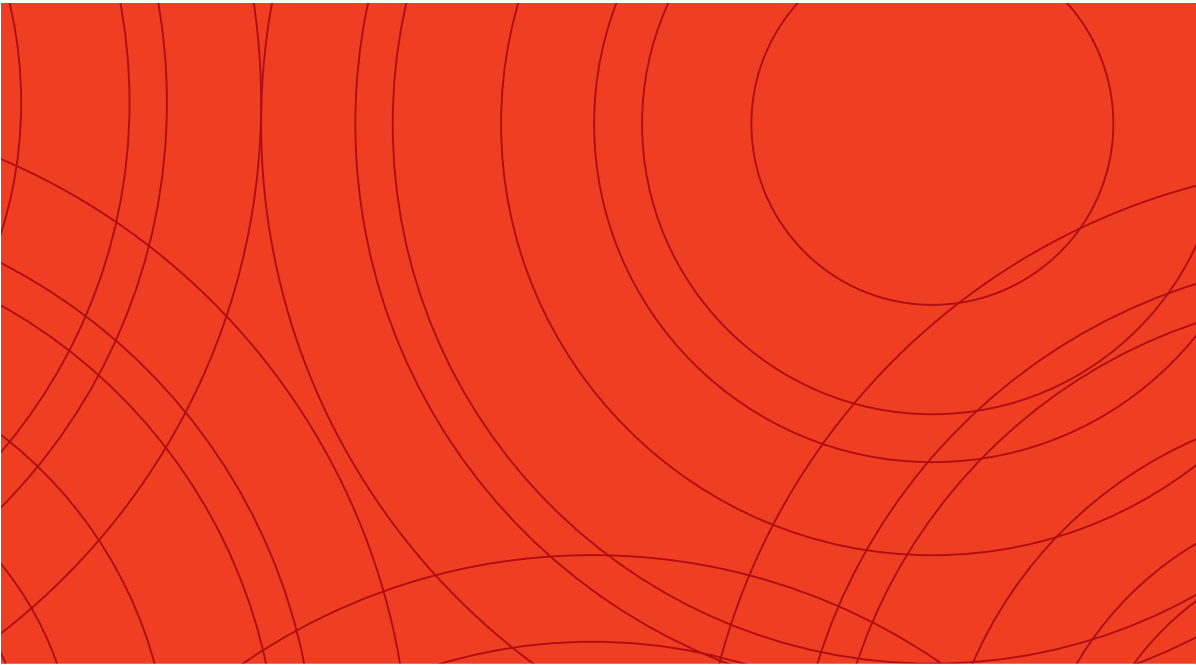
Academic papers

Vize vzdělávání pro Česko v kontextu Cílů udržitelného rozvoje (SDGs)

Jana Dlouhá, Marie Pospíšilová

Abstrakt

V roce 2015 se spojily nevládní organizace a další aktéři vzdělávání, aby společně formulovali principy vzdělávání, které by mohly být podkladem pro naplňování Cílů udržitelného rozvoje v této oblasti. Výsledkem jejich práce je vzdělávací Vize a soubor kompetencí globálního občana – široce diskutovaný a všeobecně přijatý dokument, na jehož základě lze prosazovat změny vzdělávacího systému. Článek popisuje proces tvorby a následné analýzy dokumentu v dotazníkovém šetření; vyvozuje závěry týkající se vyváženosti navržených oblastí vzdělávání i kompetencí v jejich rámci, a poukazuje k možnostem uplatnění tohoto konceptu ve vzdělávacích politikách v České republice. Uzavírá úvahou o roli občanské společnosti a jejím vztahu ke vzdělávacímu systému, který je v našich podmínkách formován do značné míry politicky, a tudíž je nestabilní.

Klíčová slova: Vzdělávání, udržitelný rozvoj, kompetence, vize.

Úvod

Cíle udržitelného rozvoje (angl. Sustainable Development Goals, SDGs) navazující na Rozvojové cíle tisíciletí mají nastavit směřování společnosti v celosvětovém měřítku do roku 2030 (Sachs, 2012). Mezi nimi je celý jeden cíl věnován vzdělávání: *„Zajistit rovný přístup k inkluzivnímu a kvalitnímu vzdělání a podporovat celoživotní vzdělávání pro všechny"*; tento Cíl 4 má přispět především k zajištění široké dostupnosti vzdělání. Celkově je vzdělávání v dokumentu zmíněno celkem třináctkrát ve čtyřech různých cílech. Samotné vzdělávání je ovšem těsně spojeno s naplňováním udržitelné a rozvojové agendy, jak to vyjadřuje Cíl 4.7 *„Do roku 2030 zajistit, aby všichni studenti získali znalosti a dovednosti potřebné k podpoře udržitelného rozvoje, mimo jiné prostřednictvím vzdělávání o udržitelném rozvoji a trvale udržitelném způsobu života, o lidských právech, genderové rovnosti, dále pomocí podpory kultury míru a nenásilí, globálního občanství i docenění kulturní rozmanitosti a příspěvku kultury k udržitelnému rozvoji".* Význam občanské společnosti se zdůrazňuje v cíli 17.17., jehož principy by měly být uplatněny průřezově (Petiška, 2016).

Celosvětově se vzdělání k těmto cílům přihlásilo již dávno: v rámci Dekády UNESCO pro vzdělávání k udržitelnému rozvoji (VUR) 2005-2014, po jejímž skončení se její výsledky zrekapitulovaly, a byla vytvořena navazující strategie pro následující období (Globální akční plán, Global Action Programme on ESD[1]). Probíhají také procesy směřující k větší propojenosti globálního rozvojového vzdělávání (GRV) a VUR. Jedná se například o celosvětovou iniciativu Global Education First Initiative (GEFI) v gesci UNESCO[2], která v roce 2012 představila téma globálního občanství;

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1 http://www.unesco.org/new/en/unesco-world-conference-on-esd-2014/esd-after-2014/global-action-programme/
2 http://www.unesco.org/new/en/education/global-education-first-initiative-gefi/

na základě ohlasu členských států jej UNESCO ustanovilo klíčovým cílem vzdělávání pro období 2014–2021. Prvkem, který spojuje vzdělávací koncepce VUR a GRV, je důraz na transformativní povahu učení, aktivní přístup a pěstování kompetencí (Rychen, Salganik, 2001; UNECE, 2011; Weinert, 2001); tento přístup se ovšem v českém prostředí dosud plně neujal (Dlouhá, 2009a, 2009b; Dlouhá, Dlouhý, 2014).

Principy aktivního občanství se u nás objevují ve strategických vzdělávacích dokumentech od r. 2001 (toto téma otevřela tzv. Bílá kniha – Národní program rozvoje vzdělávání), a postupně byly zohledněny v sektorových politikách některých rezortů, především MZV, MŽP a MŠMT. Tak vznikla Národní strategie pro vzdělávání pro udržitelný rozvoj (VUR) a Národní strategie globálního rozvojového vzdělávání (GRV), které utváření uvědomělých postojů pokládají za podstatné vzdělávací cíle; platnost těchto dokumentů ale skončila v roce 2015. Nástrojem prosazování změn ve vzdělávacím systému je v současné době především Rada vlády pro udržitelný rozvoj (RVUR) a její Výbor pro vzdělávání. Na této půdě se vede široký dialog, pro který jsou využívány odborné podklady ze strany nezávislých organizací a expertů; tak jsou podporovány nejen relevantní strategie a politiky vytvářené státní správou, ale též jim odpovídající "procesy zdola". To je důležitý posun, protože tradice participativní tvorby strategií a politik není v Česku příliš dlouhá, a v oblasti vzdělávací je navíc poměrně neúspěšná.

Participativní tvorba vzdělávací Vize

Záměrem projektu *Vzdělávání ke sdílené odpovědnosti: klíčové kompetence globálního občana,* který běžel v kontextu Evropského roku rozvoje 2015, bylo vést debatu o vzdělávání mezi představiteli globálního rozvojového vzdělávání (GRV), vzdělávání pro udržitelný rozvoj (VUR), a environmentálního vzdělávání (EVVO) a dalšími zainteresovanými skupinami i veřejností, která se týkala společných zájmů a snah o novou formulaci vzdělávacích cílů. Pro koordinaci těchto aktivit a úsilí fungovala od léta 2014 aktivní společná platforma rozvojových a ekologických nevládních organizací, která již dosáhla dílčích výsledků v rámci tří společných pracovních skupin (SPS): 1) osvěta, 2) vzdělávání a 3) příspěvek k SDGs (Post 2015). V roce 2015 pak byla tato příležitost ke spolupráci mezi rozvojovými a ekologickými nevládními organizacemi využita k diskusi o tématech společného zájmu v rámci připravovaných cílů udržitelného rozvoje (SDGs), což mělo podpořit implementaci nově definovaných cílů udržitelného rozvoje OSN na úrovni České republiky. V tomto dialogu pak vznikal sdílený dokument Vize a klíčové kompetence, o jehož podobě, hlavních principech i dalších potřebách rozvojového vzdělávání a vzdělávání pro udržitelný rozvoj byla informována široká veřejnost a spektrum aktérů.

Úkolem společné pracovní skupiny pro vzdělání bylo na základě debaty s dalšími skupinami načrtnout společnou Vizi českého vzdělávání, včetně definice cílů, klíčových kompetencí (postojů, dovedností a znalostí) pro úspěšný a zodpovědný život občanů ČR v souladu s novým rozvojovým rámcem po roce 2015. Dále se tato skupina zaměřila na návrh nástrojů k prosazování těchto cílů a klíčových kompetencí na všech úrovních vzdělávacího systému. Koordinaci této skupiny v úzké spolupráci se Sdružením Tereza a programem Varianty Člověka v tísni vzalo na sebe Centrum pro otázky životního prostředí.
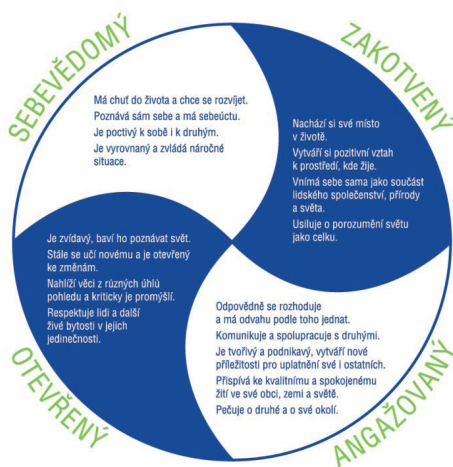
Vize vzdělání zahrnující obecné principy relevantní pro GRV a VUR vznikala na pěti koordi-

načních schůzkách pracovní skupiny Vzdělání. Pro návrh kompetencí globálního občana bylo inspirací Novozélandské kurikulum (Ministry of Education of New Zealand, 2007), jejich žádoucí podoba pro české prostředí pak byla upřesněna v rámci několika workshopů pro různé cílové skupiny (VŠ učitele, studenty, pedagogy, a podnikatele). Ti poskytli zpětnou vazbu týkající se předpokladů vzdělávání vedoucího ke globální odpovědnosti, specifických potřeb těchto cílových skupin, a možností využití výsledků společné práce v praxi. Širší diskuse dále proběhla za účasti rozvojových, ekologických a dalších NNO v rámci Národního semináře *Vize vzdělávání: brána debatě otevřená*[3], kterého se zúčastnily všechny pracovní skupiny projektu a který reflektoval zkušenosti a názory širokého spektra aktérů ve vzdělávání. Výslednou podobu Vize, která vzešla ze všech těchto debat, viz obr. 1.

Obr. 1. Vize vzdělávání formulovaná zástupci českých nevládních organizací, akademické sféry a dalších aktérů ve vzdělávání

Společná vize byla poté prosazována na úrovni vzdělávacích politik. Členové zapojených organizací se dlouhodobě účastní práce expertních a poradních orgánů, v rámci přípravy dokumentů navazujících na Národní strategie pro VUR, EVVO a pro GRV a podobně. Například předd stavitelé Člověka v tísni (ČvT) jej prosazovali v meziresortní pracovní skupině, která se podílela na tvorbě Národní strategie GRV a která se scházela dvakrát ročně na kulatém stole, který ČvT organizuje. Dokument Vize a klíčové kompetence byl též distribuován do dalších sítí spolupráce ve vzdělávání, prezentován Radě vlády pro udržitelný rozvoj (RVUR) jako nástroj pro realizaci změn ve vzdělávání. Klíčové kompetence globálního občana měly být dopracovány a posouzeny z hlediska možného využití jako kritéria pro posuzování udržitelného vzdělávání a nabídnuty jako doporučení pro implementaci v různých oblastech k hodnocení vzdělávacích aktivit; k tomu však již v rámci projektu nedošlo.

Posouzení názorů na Vizi vzdělávání

Vzhledem k tomu, že se Vize týká širokého spektra aktérů ve vzdělávání, zajímaly nás další jejich názory na její podobu. Na konci roku 2015 bylo zorganizováno nereprezentativní dotazníkové šetření (anketa), aby tito aktéři dostali prostor se k Vizi vyjádřit. Dotazníkového šetření se účastnili představitelé četných sítí aktivních ve vzdělávání i jinde, a další zájemci – organizace či jednotlivci. Anketa věnující se podobě Vize vzdělávání[4] se uskutečnila v období listopadu 2015 až ledna 2016. Probíhala elektronickou formou, respondenti/ky ji vyplňovali online. Respondenti/ky byli oslovováni pomocí emailu, primárně bylo cíleno na zájmové skupiny, kterých se Vize vzdělávání týká (pracovníci ve školství, studenti, učitelé, lidé z neziskového sektoru apod.), ale i na další aktéry, kteří se stávají součástí procesu vzdělávání a ovlivňují ho. Jednalo se například o pracovníky státní správy, podnikatele apod. Vzhledem ke způsobu oslovování respondentů se nejednalo o reprezentativní výzkum s ambicí zobecnitelnosti na celou populaci. Může však ukazovat určitý základní vhled do problematiky a poodhalovat možné vzorce, které se ke vzdělávání váží. Zároveň může mnohé napovídat o kvalitě a chápání modelu Vize vzdělávání. Částečně explorativní charakter dotazování pomocí ankety byl dosažen také skrze řadu otevřených otázek, které byly následně kategorizovány a analyzovány.

## Výsledky šetření mezi aktéry vzdělávání

Celkem anketu dokončilo (zodpovědělo všechny otázky) 162 respondentů. Anketa se sestávala ze 3 částí – části věnující se vlastnímu názoru na vzdělávání, hodnocení již vytvořené Vize vzdělávání, a demografických charakteristik, které se zjišťovaly především na konci ankety (na začátku byli respondenti pouze dotázáni na příslušnost k zájmové skupině). Mezi odpovídajícími převažovaly ženy, odpovídajícím bylo mezi 18 a 88 lety, průměrný věk byl 42 let a to jak ve skupině mužů, tak ve skupině žen. 33 % odpovídajících bylo bezdětných, průměrný počet dětí byl 1,51 dítěte na osobu. Pokud nás zajímá zájmová skupina respondentů/ek, do které se respondenti/ky sami zařadili, můžeme výsledky pozorovat v následujícím grafu (z analýzy byla vyřazena kategorie žák/yně základní školy, protože všichni respondenti/ky byli starší 18 let).

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4 Podoba Vize viz
http://www.czp.cuni.cz/stuz/pur/images/PS_vzdel/vize_cz_web.pdf

Graf 1. Zájmové skupiny, které v rámci ankety hodnotily Vizi vzdělávání
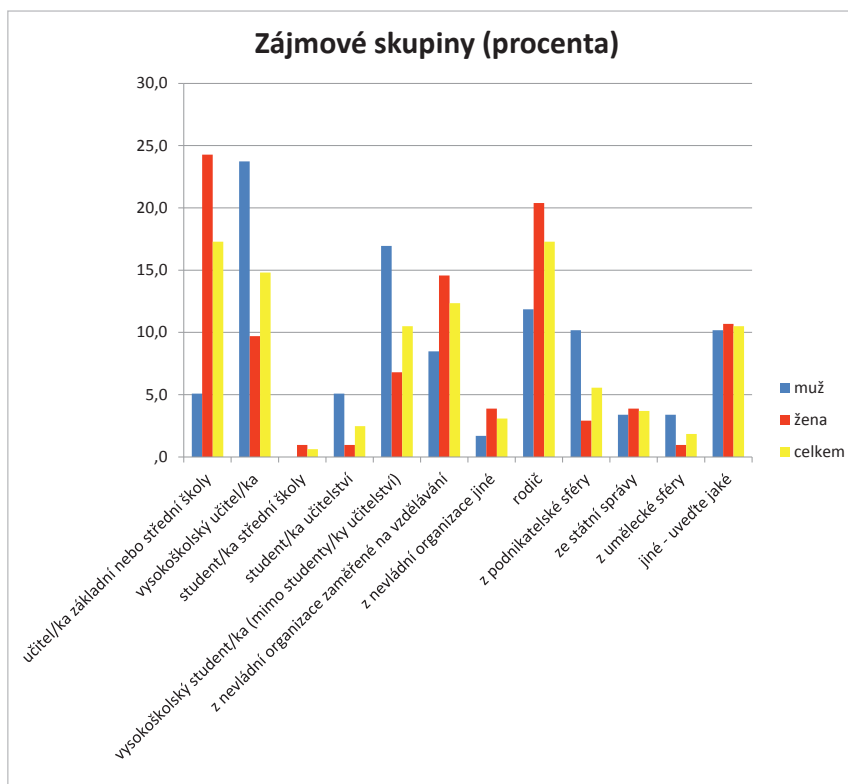
Graf odpovídá genderované struktuře české společnosti (více učitelek – žen na středním a základním stupni vzdělávání, více mužů ve vysokoškolském vzdělávání, vyšší zastoupení podnikatelů mužů). Neodpovídá v oblasti studií učitelství, kde je více žen. Procento těchto odpovídajících je ovšem nízké.

Názory na Vizi vzdělávání

Poslední (pro nás však nejdůležitější) část ankety se soustředila na samotnou vizi vzdělávání. Respondenti/ky dostali odkaz na vytvořenou Vizi vzdělávání (viz obr. 1) a hodnotili charakteristiky dobrého žáka, které byly v jejím rámci stanoveny. Konkrétně se jednalo o následující charakteristiky – sebevědomý, otevřený, angažovaný a zakotvený. Respondenti/ky hodnotili, zda se k daným charakteristikám hodí předem stanovené definice. Abychom zjistili kvalitu modelu Vize vzdělávání, dali jsme jim ještě možnost jednotlivé faktory hodnotit a doplnit. V závěru dostali

respondenti/ky prostor pro hodnocení toho, jak důležité jim připadají jednotlivé charakteristiky Vize. Respondenti/ky dostali prostor i pro doplnění/vlastní vyjádření.

U složení modelu Vize vzdělávání jsme zhodnotili to, zda respondenti považovali jednotlivé dimenze charakteristik za adekvátní, věnovali jsme se také tomu, která ze 4 charakteristik je respondenty považovaná za důležitější.

Obecně se ukázalo, že jednotlivé dimenze jsou hodnoceny ve většině případů jako adekvátní pro daný model. Výsledky jsou vidět v následujících grafech (viz graf 2–5). Jedná se o odpovědi na otázku *Které vlastnosti patří podle vás nezbytně k této charakteristice žáka/studenta?* u charakteristik Sebevědomý, Otevřený, Angažovaný a Zakotvený.

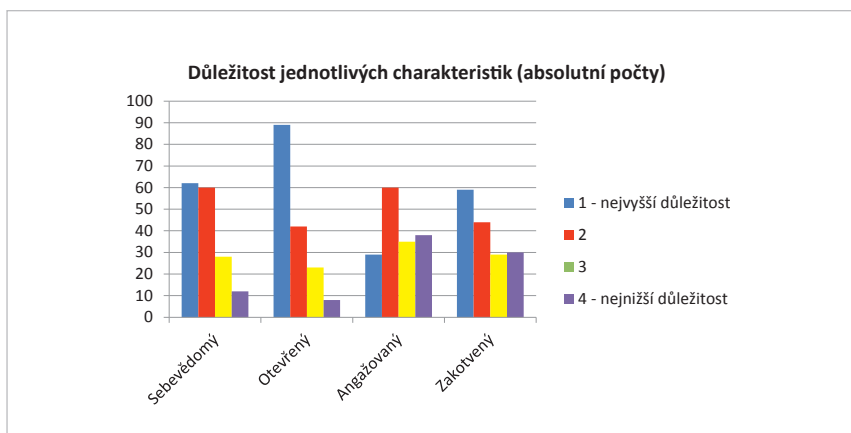Graf 2–5. Hodnocení adekvátnosti dimenzí charakteristik Vize vzdělávání

Angažovaný (absolutní počet souhlasných odpovědí)

Zakotvený (absolutní počet souhlasných odpovědí)
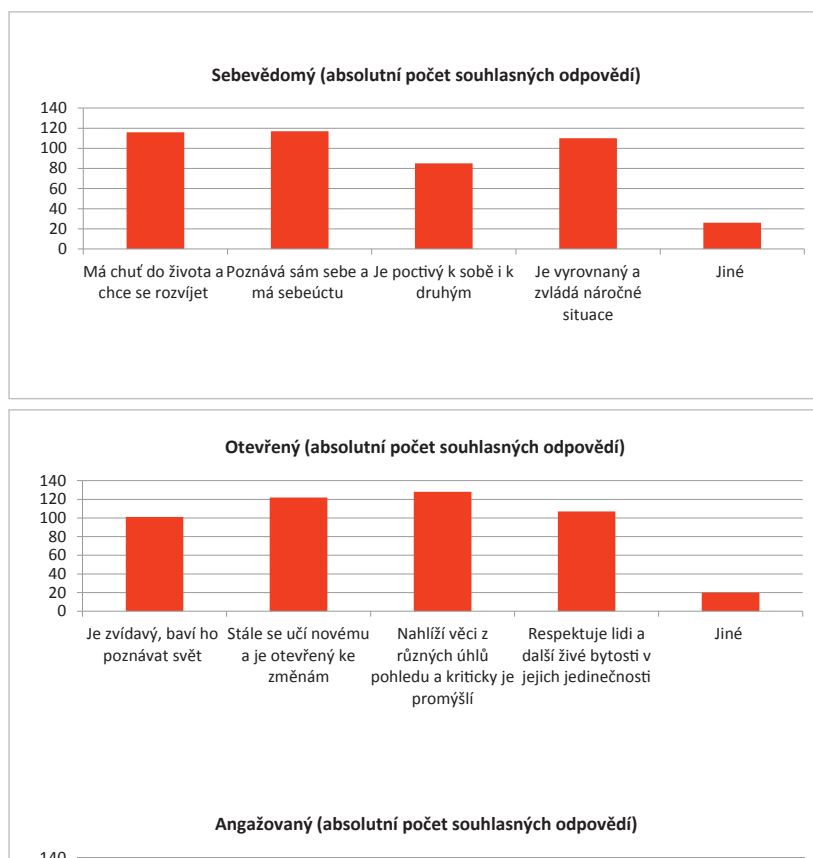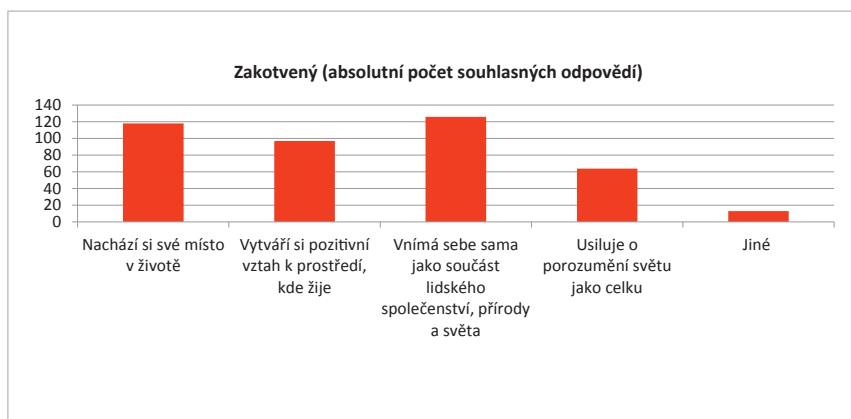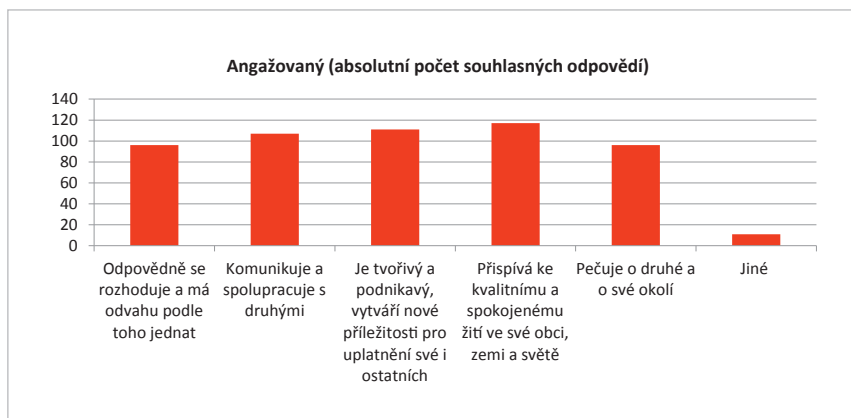
Faktor, který byl zmíněn nejméně, patří k charakteristice *Zakotvený* – jedná se o položku „Usiluje o porozumění světu jako celku".

Pokud se podíváme na hodnocení jednotlivých charakteristik (respondenti měli možnost hodnotit každou charakteristiku na stupnici důležitosti od 1 do 4) (viz graf 6), vidíme, že za nejdůležitější považují respondenti charakteristiku otevřenosti, jako nejméně důležitá je hodnocena angažovanost. Nižší hodnocení charakteristiky angažovanosti může souviset s důrazem na individualizaci vzdělávání, která byla zmiňovaná v první části výzkumu. Důraz kladený na otevřenost lze propojit s tím, že v první části respondenti psali o potřebě přizpůsobovat vzdělávání stále měnícímu se světu. Charakteristikou otevřenosti je i kritické myšlení, které bylo taktéž zdůrazňováno v první části výzkumu.

Graf 6. Hodnocení důležitosti jednotlivých charakteristik Vize vzdělávání

Důležitost jednotlivých charakteristik (absolutní počty)

Legenda:
- 1 - nejvyšší důležitost
- 2
- 3
- 4 - nejnižší důležitost

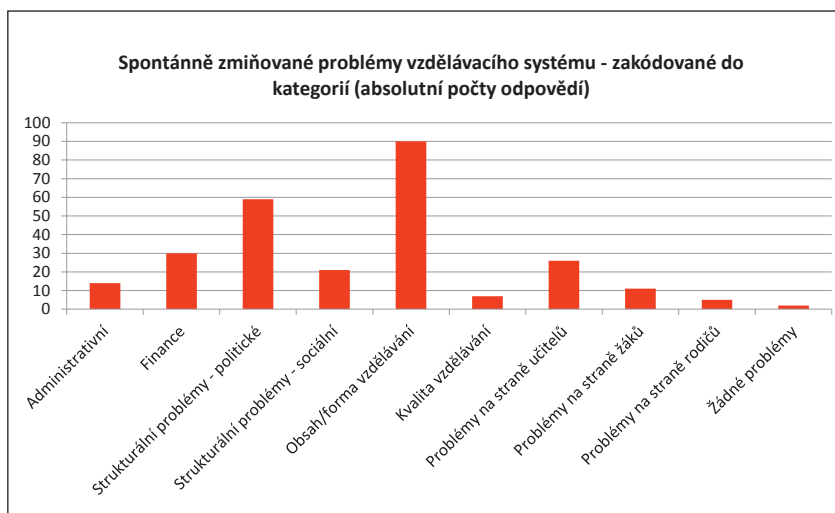Kategorie osy X: Sebevědomý, Otevřený, Angažovaný, Zakotvený

Vlastní představy o vzdělávání

Respondenti/ky pomocí otevřených otázek také měli nastínit svůj názor na největší problémy současného vzdělávání/vzdělávacího systému, a následně odhalit faktory, které považují za důležité pro dobré vzdělávání. Respondenti/ky v této druhé části dotazníku nebyli ještě konfrontováni s Vizí vzdělávání.

Co se týče spontánně zmiňovaných problémů vzdělávání, respondenti mohli na tuto otázku odpovídat prostřednictvím otevřených odpovědí. Odpovědi byly v dalším kroku analýzy zakódovány do 10 kategorií. Pokud jeden respondent zmínil více problémů, zařadili jsme jeho odpovědi do více kategorií. V grafu 7 uvádíme absolutní počty zmíněných problémů.

Kategorie by se daly rozřadit do 4 zastřešujících kategorií – makro problémy vzdělávání, problémy na mezo úrovni, mikro problémy a kategorie ostatní. Respondenti zmiňovali nejčastěji problémy na makro úrovni a nejvíce se věnovali problémům v oblasti obsahu či formy vzdělávání. To byla nejčastěji zmiňovaná kategorie vůbec. Vzhledem k charakteru výzkumu a způsobu kódování je však podstatnější se podívat na obsah kategorií.

K makro problémům řadíme kategorie Administrativní, Finance, Strukturální problémy – politické a Strukturální problémy – sociální. Jedná se o kategorie, které zachycují problémy obecného pojetí vzdělávání – ve společnosti, na politické úrovni a problémy, které nepramení z konkrétních vzdělávacích institucí, nebo od jednotlivců, ale ze systému jako takového. Modelové argumenty, které nejčastěji zaznívaly v jednotlivých oblastech, se týkaly například zatížení administrativními povinnostmi, nedostatečného finančního ohodnocení učitelů, špatné komunikace mezi školami a MŠMT, nebo problémů ve vztazích učitel/žák/rodič. Největší problémy, co se týče četnosti, zazněly v oblasti politických strukturálních otázek. Bylo jich mnohem více například ve srovnání se sociálními strukturálními problémy. Velký důraz byl kladen také na komunikační a formální problémy spojené se vzděláváním.

Spontánně zmiňované problémy vzdělávacího systému - zakódované do kategorií (absolutní počty odpovědí)

Graf 7. Spontánně zmiňované problémy vzdělávacího systému

Problémy na mezo úrovni zahrnují témata, která mohou řešit instituce – tj. vzdělávací zařízení, nejčastěji školy. Jednalo se v první řadě o Obsah a formu vzdělávání (obecně nejčastěji jmenovanou kategorii) a Kvalitu vzdělávání. V těchto kategoriích zazněly četné argumenty odkazující na obsah vzdělání neadekvátní současné době, chybějící individuální přístup, přílišnou unifikaci, nebo výuku informací, ne kritického a samostatného myšlení. Celkově se objevoval názor na nízkou kvalitu vzdělávání ve srovnání s jinými státy. Z odpovědí bylo vidět široké spektrum výtek co se týče obsahu vzdělávání. Respondenti ovšem uváděli často protikladné argumenty – například jedni vyzdvihovali význam „klasické výuky", jiní ho kritizovali, jedni podporovali individualistický přístup, jiní ho považovali za příliš egocentrický. Obecně je ale ve většině odpovědí patrný důraz na měnící se potřeby vzdělávacího systému, například v souvislosti s informačními technologiemi, se kterými je třeba se nějakým způsobem vyrovnat.

Mikroúroveň zachycuje argumenty hledající problémy vzdělávacího systému v samotných aktérech – učitelích, studentech, nebo rodičích. Z absolutního počtu zastoupených odpovědí je vidět, že úplně nejčastěji je spatřována vina na straně učitelů, méně pak u žáků a úplně nejméně je na straně rodičů. Kvalita vzdělávání je tak chápána nejvíce jako závislá na kvalitě vyučujících. Z odpovědí je také patrné, že problémy na individuální úrovni jsou úzce propojené s problémy na úrovni strukturální – například nedostatečná kvalifikace učitelů může být úzce spojena s kvalitou vzdělávacího systému pro učitele. Zároveň je vidět propojenost například finančních problémů, s problémy, které přicházejí ze strany rodičů – při nedostatku financí se stává škola více ovlivnitelnou mocnými a bohatými rodiči. Nedostatek financí na učitelské platy je pak spojen s nižší motivací učitelů.

Celkové výsledky ankety

Analýza odpovědí v anketě, která měla reflektovat již vytvořenou Vizi vzdělávání, ukázala, že spontánně respondenti věnují největší pozornost makro problémům vzdělávání – zde je možné vytvářet vzdělávací politiky pro zlepšení současného stavu. Zároveň se ukazuje, že v hodnocení respondentů je Vize vzdělávání dobře fungujícím modelem. Hodnocení jednotlivých aspektů modelu je vyvážené a poukazuje na rozvíjení vlastností důležitých z hlediska osobního života a budoucího zapojení do společnosti, přičemž důraz je kladen na kritické myšlení a adaptabilitu. V další analýze je možné se zaměřovat na to, zda a případně jak se liší pohled různých aktérů na Vizi vzdělávání, nebo se hlouběji zabývat tím, jakým směrem navrhují respondenti rozšíření modelu.

Závěry ankety lze na závěr srovnat s některými výsledky jedné z akcí, na kterých se probíraly otázky vzdělávání (národní seminář *Vize vzdělávání: brána debatě otevřená*); tam zaznělo například:

- Celkově chybí diskuse o směřování vzdělávání, zejména na místech, kde se rozhoduje.
- Povaha školního vzdělávání je konzervativní, zatímco okolní svět se proměňuje. Z toho důvodu současné vzdělávání nepřipravuje dostatečně na současnost ani na budoucnost. Je třeba kromě předávání informací přejít také k umění jejich třídění. Škola je pouze jedním ze subjektů, který vzdělává, a přitom stále jsou školy uzavřené do sebe. Je zapotřebí, aby škola přijala roli koordinátora různých forem vzdělávání.
- Představená Vize je jedním z pokusů na reakci na celospolečenské změny: *otevřený, zakotvený, sebevědomý a angažovaný* nemá být pouze jedinec, ale i systém. Můžeme si pak klást otázku, zda jsou české školy a vzdělavatelé např. *otevření ke změnám*? Zda *nahlíží věci z různých úhlů pohledu*?
- Vize reprezentuje kvality, které jsou důležité pro vzdělávání, ale jedná se spíše o cíle a hodnoty. Vizi je třeba formulovat ve vzájemných vztazích a s časovým horizontem. Bylo by vhodné promyslet propojení Vize s dalšími již existujícími strategickými dokumenty.

Závěr

Z popsané zkušenosti je vidět, že participace důležitých aktérů na tvorbě vzdělávacích strategií může poskytnout zajímavé výsledky, které naznačují cesty vzdělávání do budoucna. V popsaném případě byla takto vytvořena Vize vzdělání, která vychází z celosvětově přijatých konceptů transformace vzdělávacích cílů, a současně je obecně přijatelná v českém prostředí. Další osudy společného dokumentu ovšem naznačují, že možnosti široce vedeného dialogu nebývají doceněny, a jeho závěry jsou pro vzdělávací systém cizorodým prvkem, jehož dopad na tvorbu kurikulárních dokumentů bývá často nulový. Mohou působit na pouze velmi pomalou změnu, pro jejíž prosazení je často zapotřebí osobní intervence – systémové přístupy ke zpracování názorů občanské společnosti školství nemá. Příležitostí k dialogu s Ministerstvem školství také není mnoho, a/nebo výsledky těchto debat nebývají náležitě zohledněny; případné členství v pracovních či odborných skupinách Ministerstva zpravidla není podrobeno nezávislé analýze z hlediska zastoupení důležitých aktérů. Veškeré snahy o změny ve vzdělávání, které

je nutné provést s ohledem na proměny současné společnosti, změny na pracovním trhu, v informačním prostředí atd. – a také kvůli často oprávněným zájmům rodičů – tak nemají očekávaný dopad. Námi představené výsledky společné práce různých společenských aktérů tak mohou sloužit jen jako případová studie toho, co může občanská společnost vytvořit, ale ne již prosadit vlastními silami. Úspěchu lze ovšem případně dosáhnout v rámci širších strategií, jež nejsou primárně vzdělávací, týkají se např. rozvojové pomoci nebo udržitelného rozvoje, a to za příznivé politické konstelace. Ta však nemusí být trvalá – což je i důvodem nestability celého systému. Občanská společnost může působit jako určitý „pufr", vyrovnávací činidlo, které brání výkyvům dle politických zájmů v různých volebních obdobích. Pokud se jejímu působení brání, vývoj nebývá konzistentní, což se u nás ve vzdělávací oblasti již několikrát plně projevilo.

Nicméně na tomto místě lze shrnout zkušenosti pro podobné debaty mezi samotnými nevládními organizacemi. Při jejich vedení je samozřejmostí vzájemný respekt a zohlednění každého názoru, naprostá otevřenost, sdílení výsledků s širokou veřejností, uznání vkladu každé organizace či jednotlivce do společného díla. Vytváří se tak nová, otevřená kultura dialogu, která v českém prostředí moc dlouhou tradici nemá. Důležité je ovšem zabývat se přitom podstatnými otázkami, nesoustředit se například na strategie k prosazování již hotových názorů – naopak je třeba vytvořit čas, prostor, atmosféru,… pro vznik a postupné tříbení nových nápadů, jejich kritické vážení. Je třeba jít ke kořenům problémů a pokoušet se překonávat rozdíly v porozumění klíčovým konceptům. Pokud se v debatě se ponechá čas na rozmyšlenou, zjišťujeme, že vzájemná nedorozumění jsou snadno překonatelná a ponenáhlu se jeden po druhém vynořují společné cíle. Jde v podstatě o přístup, který by se dal nazvat jako „slow negotiation" (paralela ke „slow food"), jenž na rozdíl od postupů vedoucích k pouhému zviditelnění témat i jejich protagonistů mohou přinést hlubší, vnitřní proměnu jak prostředí (v našem případě vzdělávacího), tak i účastníků debaty o něm – směrem ke vzájemnému pochopení a toleranci, ochotě si vzájemně pomáhat. Jedině tak se potom mohou myšlenky šířit a vzájemně obohacovat, a cíle jakékoli spolupráce směrovat ke svému naplnění.

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Challenges of Western Balkans to Implement EU Policies of Development Cooperation

Dorian Jano

Abstract

The paper looks at the the possible models of Europeanization of the development cooperation in the countries of the Western Balkan. The countries of the Western Balkans are at an early stage of compliance with EU acquis on development policy, yet we witness some initiatives of civil society engagement in pre-accession phase of negotiations. The horizontal Europeanization through communication, by changing domestic opportunity structures, and most imporantly through transnational networking with CSOs from the CEE are important factor to foster Europeanization, especially in policy areas such as EU development cooperation where state institutions' interest is low and EU conditionality vague.

Key words: EU Development policy, Horizontal Europeanization, Western Balkans

1. Introduction

In the context of the future enlargement of the European Union in Western Balkan (WB) countries, the remaining countries from the region will had to comply with EU acquis in order to become member states. The Development cooperation policy, part of the EU accession negotiations on chapter 30 - External Relations, is one of the core policies of EU's external affairs and responsibility for global development. The accession countries are required to comply with (transpose and apply) EU rules on development cooperation and international commitments and upon accession to ensure the capacity to participate in the EU's development decision-making, implementation, and financing. In the light of the EU accession negotiations, Montenegro and Serbia as countries that have already open accession negotiations and Albania and Macedonia as countries waiting to open accession negotiations), the Western Balkans will need to define their policy and develop mechanism to better fit the EU standards on EU global development. Moreover, they need to be acquaintance with the idea of switching from an aid-recipient country to an active participant in providing development and humanitarian assistance to less developed countries. Most of the Western Balkan countries do not have policy culture and experience of providing aid to other developing countries, except for limited ad hoc actions and interventions in response to natural disasters.

The study aims to investigate and looks at the possible models of Europeanization of the development cooperation in the countries of the Western Balkan. We refer at the CEE experience to understand the nature and possible limitations in complying with EU development policy. Civil society in CEE has had a critical role to play in development policy. The civil society sector has shown

itself capable of being Europeanized more than public institutions can, and subsequently being an important factor to foster Europeanization, especially in policy areas where state institutions' interest is low and EU conditionality vague.

We build our arguments on the Europeanization literature of CEE countries, with an emphasis on the horizontal dimension of Europeanization setting the ground for an evaluation and understanding of the Europeanization of development policy in the WB, and how CEE experience and civil society could impact. Based on the current situation of the WB countries that are in the process of EU negotiations, a mixed model of horizontal Europeanization of the development policy could be drawn in regarding the mechanism and the level for successful civil society engagement either before or after EU accession negotiations.

2. Europeanization of Development Policy in the Accession Countries

Europeanization framework has frequently been employed to explain how and to what extent do candidate countries adopt, implement and enforce EU acquis during accession process. The entire EU acquis is divided into 35 different policy fields (chapters), each of which is negotiated separately with the candidate countries during accession negotiations. Development policy is part of the negotiation chapter 30 on EU external relations, and as such EU candidate countries had to fully comply with it during the accession process. In order to understand the extent and the mechanism influencing the accession countries to comply with the EU acquis on development cooperation we review the Europeanization literature on the countries of the Central and Eastern Europe (CEE).

Europeanization in the accession countries very often recognizes the EU 'transformative power' in the case of CEE. The EU membership conditionality has been as the dominant explanatory factor to pre-accession compliance. Others have pointed out the shallow Europeanization of different policy areas and the limits of EU conditionality; they have emphases either persuasion or socialization of the government and societal groups on the appropriateness of EU rules and norms, or the domestic conditions linked to historical experiences and legacies of the past.[5] Thus, policy matters. Considering different policy fields may yield different Europeanization outcomes and the mechanisms involved to Europeanization vary significantly by policy domain. (Jacoby 2005: 110). In the case of development policies, differently from the mainstream Europeanization, the literature follows a more constructivists approach looking at socialization and/or identity issues and how they relate to CEE; few follow a rationalist approach model (at most, soft constructivism) trying to measure and explain the pure performance of CEE countries (Horký 2015: 9)

Most studies in CEE, confirms the shallow nature of Europeanization in the field of development cooperation, underlining the fact that although there has been agreement on 'papers', in practice, there was no common understanding on how to implement the EU acquis. Some, given the very limited competences of the European Commission, speaks of a lack of Europeanization at all or rather OECD-ization or even a DAC-isation. In terms of explanations, EU accession conditionality is the driver in the emergence of the international development policy in EU accession. The candidate countries had to adopt the EU acquis entirely, even though a policy area may not have

5 For a review on Europeanization literature on accession countries see: Sedelmeier 2011.

been a high priority for them. Still, EU development cooperation policy is a 'soft' acquis with few well defined rules and procedures, and it was not the main condition for EU membership, making it a comparatively easy task for both parties to come quickly to an agreement during the accession negotiation. In fact, the EU conditionality is indeed present but vague. The development policy area in the accession negotiations has relatively low salience, and the EU adaptational pressures could be classified as 'mild' and being of low intensity (Henriksson 2015: 434). This may lead to a shallow Europeanization, a clear case of limited effect if only based on the EU conditionality. The second approach, considers the path dependency arguments, related to the aspects of selecting their recipient partner countries (renewing former partnership cooperation during the socialist period), the continuity with past aid levels, the organizational structures and strategies, the weak role of non-state actors or their association with the government as well as the civic apathy or the social awareness of international development and poverty issues (see Szent-Iványi and Tétényi 2008). The logic behind a path dependence approach is that although policies may be adopted and institutions may be set-up, "they will never be able to escape the effects of the past, as these highly influence attitudes, thinking and even decision making" (Szent-Iványi and Tétényi 2008: 575). The third alternative approach, draw attention to the social learning model as the major channel of Europeanization before and also after EU accession (Henriksson 2015: 447). The relevance of social learning in the area of development policy in the accession process is because of not only the very little legally binding development acquis and consequently the little possibilities for direct conditionality but because of the normative stance of the policy, the dense interactions between member states and EU institutions, and the strong presence of potential norm entrepreneurs in the policy area (Lightfoot and Szent-Iványi 2014: 1258). The various 'social learning' exercises may include special meetings between the candidate countries and the EU's development partners and various training seminars for the candidate states' officials organized by some member states (Henriksson, 2015: 438).

3. The Western Balkans Readiness to Implement EU Development Cooperation Policy

The Western Balkan countries (except Croatia) are aid recipient and, so far, they have only provided limited *ad hoc* humanitarian aid on a case-by-case basis, notably in response to natural disasters. There is no legislation on development policy and no relevant administrative structures are in place, despite some attempts especially of the countries that have open accession negations. A thorough evaluation of the countries can be drawn by the yearly European Commission reports.

The EU Member State Country: Even **Croatia** did not receive a perfect evaluation at the time when it was decided to become an EU member country. The alignment of the legal framework in the area of development was completed only on 2011, yet it had to continue strengthening its financial and administrative capacity in the area of development policy (COM 2011). In 2011, Croatia managed to adopt and start implementing the National Strategy of Development Assistance as well as increased the staff of the Department for International Development Cooperation to 5 experts which were being trained regularly (COM 2011).

The Acceding Countries: **Montenegro**, the front runner, opened the chapter on EU external

affairs only on March 2015. The EU considered that some benchmarks (an action plan for its re-maining preparations in terms of legislative alignment and enhance administrative and control capacity to ensure full application and enforcement of the acquis in this chapter from the day of accession) would be required to provisionally close the chapter.[6] Montenegro's preparations on development and humanitarian aid remain at an early stage (COM 2015). Montenegro needs to further improve its institutional and financial capacity on development policy and humanitarian aid. Montenegro has joined the EU Civil Protection Mechanism, yet humanitarian contributions are still decided on a case-by-case basis in the absence of a legislative framework and fully op-erational administrative structures (COM 2014). On 2013, a new director in the Ministry of Foreign Affairs has been appointed to set up relevant administrative structures and collect information on development activities (COM 2013). Serbia, another candidate country that has started accession negotiation with EU, has not opened yet the chapter on external relations. In 2015, Serbia acceded to the EU Civil Protection Mechanism and set up a national system for disaster relief (COM 2015). In 2009, Serbia adopted a law on emergency situations, establishing a Sector for Emergency Man-agement in the Ministry of the Interior that coordinates country's international assistance in emergency situations (COM 2011). Serbia needs to develop its legal framework to cover develop-ment and humanitarian aid in accordance with the relevant EU policies and principles and more importantly it needs to strengthen the administrative structures inside the government and its ability to participate in the EU decision-making process on development and humanitarian aid policies (COM 2011).

The Candidate Countries: **Albania** is a candidate country, waiting to open accession negotiation with the EU. The European Commission's (progress) report evaluates Albania to remain at an early stage of alignment, with no legislative changes in development policy or humanitarian aid (COM 2015). Little progress was reported in 2012 where the Ministry of Foreign Affairs assigned one person to follow issues related to EU development policy and humanitarian aid (COM 2012). **Macedonia** a candidate country from 2005, has not open yet accession negotiations. The country's institutional capacity is still not suffi-cient for full participation in EU development and humanitarian aid policies (COM 2015). Some progress was reported as country became a member of the European Union's civil protection mechanism, which enables it to participate in the European disaster response system (COM 2012). The Ministry of Foreign Affairs of Macedonia coordinated the country's humanitarian aid to Turkey in the wake of the Van earth-quake (COM 2012), to Serbia (after the earthquake in Kraljevo) and Japan (COM 2011), to China and Haiti (COM 2010).

The Potential Candidate Countries: **Bosnia and Herzegovina** as well as **Kosovo**, the other countries of the region, are far more behind.

The accession countries from the Western Balkans need to set-up the appropriate administrative infrastructure and raise their capacity building. There is a possibility of forming a governmental body in charge and competent for

6 "For chapter 30, the following benchmark is to be met: Montenegro should present to the Commission an action plan for its remaining preparations in terms of legislative alignment. The plan should bring international agreements into conformity with the EU acquis. It should enhance administrative and control capacity to ensure full application and enforcement of the acquis in this chapter from the day of accession. See: Council of the European Union, Montenegro and EU open two more negotiating chapters in accession process, Press release, 30/03/2015. http://www.consilium.europa.eu/en/press/press-relea-ses/2015/03/30-montenegro-eu-open-more-negotiating-chapters-accession-process/

development cooperation and humanitarian aid. As in most CEE countries, this development unit was created within the Ministry of Foreign Affairs. Montenegro established a Directorate General for Economic and Cultural Cooperation (DGECC), within the Ministry of Foreign Affairs and European Integration, which is acquiring the administrative capacities and responsibilities for implementing development and humanitarian aid policy, and more specifically collecting data on provided aid, preparing the methodology of calculating its value and will aim at establishing the legal framework for operations.[7] The western Balkans countries, especially those that are negotiating EU membership, needs to draft and adopt the policy framework or sectoral regulation that will formulate the country's specific interests and preferences in the field of development cooperation answering the following challenges: quantity and quality of aid, thematic and geographical focus and scope of aid. Given the fact that no legislation exists on foreign development, these countries should consider the possibility of drafting a strategy for providing aid as part of (incorporated inside) their national foreign policy, reflecting the EU development's objectives, common values and principles.[8] Moreover, the policy framework should have a positive awareness-raising effect among the population as well as have any type of recognized framework for national non-governmental organizations which aim to provide assistance in third countries, given the critical role that civil society plays in development policy in CEE.

4. The Horizontal Europeanization of International Development in the Western Balkans: The role of civil society

It is premature to talk of Europeanization of international development policy in the Western Balkans, in the sense of compliance with EU *acquis* since the level of adoption and implementation is very low. Yet, we can witness the horizontal dimension of Europeanization through cross-loading of preferences, ideas and paradigms. In the absence of an adaptation pressure, domestic actors can freely and selectively learn, transfer or incorporate best practices from a pool of models and ideas.[9]

We look at the role civil society had on the horizontal dimension of Europeanization of the development policy in the Western Balkans. The countries of the WBs have a limited development history resulting in low public awareness and a small development NGO sector. Yet, civil societies in the WB possess significant potential to influence social policy through well-organised advocacy and constructive engagement in social dialogue with governments and other institutional actors, despite the generally low levels of advocacy and policy research skills and capacities (Sterland and Rizova 2010: 49-50).

Europeanization through communication – the passive involvement of civil society
This model of horizontal Europeanization refers to the communication among actors stimulating

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7 European Commission (2014) Screening report. Montenegro: Chapter 30 – External relations, WP ENLARGEMENT + COUNTRIES NEGOTIATING ACCESSION TO EU, MD 1/14. 16.01.14 http://ec.europa.eu/enlargement/pdf/montenegro/screening_reports/screening_report_montenegro_ch30.pdf

8 The co-existence of political and security-related goals with 'pure' development goals is a central element of this phase in EU development policy (Carbone 2008: 112). The areas of intervention are: trade and regional integration, environment and natural resources, infrastructure, energy, rural development, governance, democracy and human rights, peace and security, human development, social cohesion and employment. See: the official site of the The Directorate General for International Cooperation and Development (DG DEVCO)
http://ec.europa.eu/europeaid/sectors/sectors_en

9 For the notion of cross-loading in Europeanization, see: Howell 2004.

information exchange with the aim to is to secure and increase the legitimacy of particular institutional and policy models within European discourse (Bauer *et. al.* 2007: 414). The Low public awareness has a negative effect on the support for development cooperation (Lightfoot 2008: 131; Horký and Lightfoot 2012: 7). The 2014 special eurobarometer on the citizens' views on development, cooperation and aid (Eurobarometer (2015), shows some interesting findings and trends, that could be a helpful preliminary indications to understand how public opinions of citizens from the countries of the Western Balkans may develop with regards to development issues. The 87% of Croatians thinks that it is important to help people in developing countries, the same as the EU average, yet with 6% decrease compared to the 2013 survey when Croatia had the strongest support for development than any other EU member state.[10] Croatians see they role to play as individuals in tackling poverty in developing countries less important than the average EU citizens (QB6.1 Personal Commitment to and involvement in Development 53% vs. 43%); whereas volunteering in organizations that help developing countries, according to 80% (vs. 75% of the average EU citizens) is the most effectiveness type of action. Moreover, according to Croatians the most pressing challenges for the developing countries are employment (60%) and economic growth (41%), differently from other EU citizens who mention health (39%), peace and security (36%) or even water and sanitation (30%), thus their understanding of development very broad focusing on various aspects of aid rather than on development-related issues. The same issue was noticed also with the countries of CEE right after they become member states, where the Eurobarometer (2005: 26) finds a lack of knowledge in many new **Member States (NMS) concerning development issues.**

A way to overcome this challenge of low public awareness on EU development issue, is to created structures for raising awareness on development policy themes (Rehbichler, 2006). There is a minimum obligation by the governments to inform the public about the content of the negotiating chapter and simplify their understanding on foreign development issue and the need for the specific reforms, through channels of communication or public awareness activities.[11] A best practice is the *briefing meetings* with CSOs organized by the Serbian Office for Cooperation with Civil Society in cooperation with the negotiation team for EU accession, with the aim of informing representatives of civil society on the main issues and details of the bilateral screening process for chapters 30 (24 CSOs representative were present in the briefing).[12]

Europeanization by changing domestic opportunity structures – the active involvement of limited civil society

Changes in domestic beliefs may in turn affect strategies and preferences of domestic actors,

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10 QB1. In your opinion, is it very important, fairly important, not very important, or not at all important to help people in developing countries? 38% (very important); 49% (fairly important); 10% (not very important); 2% (not at all important). See Eurobarometer (2015).

11 The usual methods of information shall be at least the standard government channels of communication: state portals with accessible online informational materials, media campaigns, public discussions, press releases, presentations, live-streaming, briefing. (Jano 2015: 10)

12 See: Annual report on the participation of CSOs in the negotiation process for the accession of the Republic of Serbia to the European Union in 2014, Office for Cooperation with Civil Society, The Republic of Serbia Government, p.3.

potentially leading to corresponding institutional adaptations. Institutional change is stimulated by the need to improve the functional effectiveness of member states' institutional arrangements, and since altering institutional opportunity structures is not self- preserving interests of bureaucracies, it will depend on the power of societal groups and their ability to promote and enforce their preferences for institutional change (Bauer *et. al.* 2007: 411). Inclusion of civil society representatives as fully fledged members of the negotiating working groups, alongside other members from the public administration, represents another alternative of active involvement in the process of drafting regulation and designing public policies. In Montenegro, the working group on chapter 30 comprises 24 members out of which 2 come from the civil society.[13]

Europeanization through transnational Networking – the active involvement of regional civil society

The horizontal Europeanization occurs also through transnational elite networks or epistemic communities, that is, networks of policy experts who share common principles, standards and knowledge. The diffusion of professional knowledge via transnational networks plays an important role in facilitating the cross-national diffusion of policy options (Holzinger and Knill 2005). Geographic proximity and professional contacts can foster the degree of inter-linkage into transnational networks (Schimmelfennig and Sedelmeier 2015: 23). CEE examples has show that cross-border networking and collaboration of European organizations of civil society are becoming an important factor of the Europeanization of the structures, processes and content of political decision making in candidate countries in the Union (Grabbe, 2001).

Partnership mode represents the highest level of cooperation and mutual accountability. The most important objective of this mode of active participation is to enable CSOs to pull up their capacities for an effective participation. The new member states from CEE have focused part of their development aid in the Balkans. The latest donor-recipient relation between CEE-WBs countries is a comparative advantage for creating transnational networks especially in areas and priorities worked before. This is a shift of WB CSO's, moving from aid-receivers of CEEs to aid-partners with them. A pre-division of 'labors' within the CSOs cross-national partnership is needed. E.g. the CEE's CSO as catalysts that can to inspire and facilitate whereas the WB's CSO could be the implementer involved in delivery of the goods and services. The Western Balkans, considering the experience of Croatia, shows financial insufficiency to contribute the same amount of aid (ODA), either in terms of total aid volume or as a percentage of their gross national income (GNI), compare to older/richer members states or even the new member states from CEE.[14] Countries from the Western Balkans, rather than financial support could better contribute to development with their 'transitional experience'. Yet, as researchers rightly have pointed out, the question with the added value of the 'transition experience' remains the issue of how transferable and relevant for developing countries this experience is? What sectors do WB CSO had experience and knowledge on? A case may be to focus on the transfer on knowledge, learning how to manage refugees and displaced persons will be very valuable.[15]

13 See: Chapter 30 - Working Group, http://www.eu.me/en/30/item/337-chapter-30-working-group

14 It has been estimated that new EU MS should invest 0,33% in development. However, Croatia has only managed to invest 0,13% last year, but it is still a big achievement for the country compared to before its accession (when its contribution has been 3 times less). See: Challenges for European Development Cooperation in 2015 and Beyond

15 Peaceful reintegration experience of Croatia will be very valuable....In addition, it is of the utmost impor-

Some joint initiatives to create a transnational networking CEE-WB on international development has began. The Trialog platform, a network including the countries from the WBs, facilitating coordination, through forums for discussion and a platform for policy transfer[16]; and the Western Balkan CSOs for Global Development, encompass CSO from 4 WB countries (Albania, Macedonia, Montenegro, Serbia) and CEE (Austria, Slovakia, Slovenia), aims to actively integrate WB CSOs into European civil society networks in development cooperation, through study visits, peer-learning formats, seminars and other activities.[17]

5. Conclusions

The article provides context and critical reflection on the challenge of international development policy to accession countries. The research on development policies of the CEE states shows a soft *acquis* from the EU, weak governmental structures, low political will, a small development NGO sector and low public understanding prevented the policy from acquiring strong roots in the region (see Horký and Lightfoot 2012: 1). The experience with the CEE, of the shift from an aid receiver to aid donor, showed that although international development was not an issue or at least not conform to EU western standards, CEE countries made huge improvements since accession and in a short period of time, focusing on meeting ODA goals, the geographical focus of aid and the types of projects favored by CEE states (Lightfoot 2008). Scholars suggest that in the area of international development policy, the EU should first support the political advocacy activities of the civil society, public awareness and development education campaigns (Horký, 2012: 71). Civil society play mainly two roles in development policy: as implementers involved in the delivery of goods and services; and as catalysts that can to inspire, facilitate or contribute towards development change (Carbone 2003). Yet, they are not challenge-free. The NGDOs have additional problems, such as an insecure funding base, weak national organizations and competition with global NGDOs (Horký and Lightfoot, 2012:8).

Drawing on the experience of CEE states, we analyze the Western Balkans situation if they are prepared for the demands of the EU acquis on international development policy in terms of the formal acquis adoption and institutional set-up, the quantity and quality of aid, the geographical and thematic priorities, and the different actors involved (including Non-governmental Development Organizations). If the Western Balkans are at an early stage, still we identify good practices of civil society involvement and in some aspects being a front runner, with good potentials to adapt to and later contribute to the EU development policies. The NGOs in the Balkans are not only learnt the rules of the game, they have also started playing the game, either through being informed, involve in the accession process or by joining alliances with like-minded partner NGOs. Although, in the

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tance to strengthen the strand of gender equality, also envisaged by the MDGs. During the war in Croatia 80% of the refugees had been women and elderly people. In conflicts and wars, refugees are mainly women and children. In this regard, Croatia has a good experience in helping women in their psycho-sociological recovery. This could be a very beneficial experience to developing countries and counties dealing with refugees. See: Challenges for European Development Cooperation in 2015 and Beyond

16 TRIALOG was a project that ran from 2000 to 2015 to strengthen civil society organisations (CSOs) in the enlarged EU for active engagement in global development. See: http://www.trialog.or.at/

17 See: Western Balkan CSOs for Global Development, HORIZONT3000. http://www.horizont3000.at/wp-content/uploads/2015/09/TRIALOG_Westbalkan.pdf

specific case of the WB countries, the international development cooperation is not yet a priority and thus too recent to be fully identifiable, we need to put forward a research agenda following the experience and best practices from the CEE countries.

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Are the universities the institutional actors of implementing of the sustainable agenda in posttransformation countries? The main obstacles and challenges

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Abstract

Universities are recognized as the one of the crucial institutions in the sustainable change. The numbers of European universities put a lot of efforts in creating agenda, of so called "sustainable university", the institution of the social change and development in the given area. As the institution of research, education and training universities play an important role in the following areas: (1) delivering and promoting the educational agenda of sustainability, (2) delivering the innovative certain solutions for sustainable development e.g. for cities, infrastructure, greening economy, etc. (3) According to the praxis of transdisciplinarity commencing the influence to the public sphere, through swallow action research, consultancy and participatory research. (4) Contributing in the ethical way, by implementing the sustainable oriented attitude and deliberation of the norms and values.

The main question in the given paper is the follow, why the universities in the posttransformation countries do not fulfill the sustainable agenda in the full range?

The paper looks over the following problems. Lack of the state agenda for higher education policy. In spite of official declaration of supporting SD, it is not embodied in the system of incentives and granting the institution which implement sustainable agenda. Underdeveloped cooperation between HE institutions and institution of sustainable change. In the postcommunist countries is still low demand for introducing sustainable agenda. Universities could bring the know-how in creating both solutions and sustainable demands. Negative social attitudes for sustainable orientation in the posttransformational universities. The lower number of journals, course of studies, and professional research in postcommunist countries comparing on the Western, could be trigger by constant negative attitude in the academic environment to the ideas of sustainability.

Conclusion: the necessary condition for improving the sustainable policy is that, implementing the state and regional aims of sustainable development. In recommendations level, it is needed establishing the common aims for sustainable development in V4 countries for creating the agenda suitable for V4 states regional sustainable interests by inter-governmental and inter-regional consultations.

Key words: university and S.D. policy, obstacles in implementation of SD policy

Introduction

Universities are recognized as the one of the crucial institutions in the sustainable change. The numbers of European universities put a lot of efforts in creating agenda, of so called "sustainable

university", the institution of the social change and development in the given area. As the institution of research, education and training universities play an important role in the following areas: (1) delivering and promoting the educational agenda of sustainability, (2) delivering the innovative certain solutions for sustainable development e.g. for cities, infrastructure, greening economy, etc. (3) According to the praxis of transdisciplinarity commencing the influence to the public sphere, through swallow action research, consultancy and participatory research. (4) Contributing in the ethical way, by implementing the sustainable oriented attitude and deliberation of the norms and values.

What does sustainable university mean?

The main question in the given paper is the follow, why the universities in the posttransformation countries do not fulfill the sustainable agenda in the full range?

The paper looks over the following problems. Lack of the state agenda for higher education policy. In spite of official declaration of supporting SD, it is not embodied in the system of incentives and granting institutions, which implement sustainable agenda. Underdeveloped cooperation between HE institutions and institution of sustainable change. In the postcommunist countries is still low demand for introducing sustainable agenda. Universities could bring the know-how in creating both solutions and sustainable demands. Negative social attitudes for sustainable orientation in the posttransformational universities. The lower number of journals, course of studies, and professional research in postcommunist countries comparing on the Western, could be trigger by constant negative attitude in the academic environment to the ideas of sustainability.

Universities are recognized as the one of the crucial institutions in the social change and play the important role in creating the landscape of values, economy, culture, and social cohesion (Neave, G. 2000). Sustainable change is included in these processes (Scholz 2012, Pavel 2009). The mission of the university concerns the sustainable change has been shaping for last two decades. Two milestones in changing the sustainable agenda were important in XX and XXI century: the summits in Rio in 1992 and 2012. Both influence not only political agenda, but also the institutions accountable for implementing certain policies in the given areas. The universities have been playing the crucial role for at least three reasons. The first reason is that, the knowledge on sustainable development based derives mainly from the research actions, conducted at the universities. The second reason concerns the spheres of sustainability, divided in the technological, biological and social spheres. Each of them is represented in the university department. The institution of university remains the only institution which can embraces the holistic perspective of the sustainable agenda in many complex levels of interactions, both between internal and external stakeholders. Now in the cultural strategies of institution of university in the Western World, sustainability, as an educational approach, research agenda, internal management system, as well as, one of the pillars of the mission, play much more serious and important role. Looking to the changes of the university policies in last decades deliver a plethora of cases of the higher education policy proofed the raising of role of the sustainable change. However, it is still question, what "sustainable university" would mean (Adomßent, M., Godemann, J., Michels-

en, G., 2008). Near decades ago, one could say it is that "sustainable university" could serve as a knowledge institution for future, created by the sustainable agenda. Today it is rather the university follows by e.g. the classic humboldtian way, where sustainable agenda has an impact on the current higher education policy.

Whatever "sustainable university" is defined, the numbers of European universities, rector conferences, and other stakeholders put a lot of efforts in fitting the university agenda in the new development areas. Sustainable change can take a part in the competition running with the other strategies, like a "business universities" – focused on inventing the new patents and technological solutions, or industrial stream represented by e.g. "triple helix" approach, and many others. In the start point, it should be express that the idea of "sustainable university" is on jeopardy. If at the beginning of the last decade it was the promising idea, now it is not so attractive both for academics and the academic stakeholders. Many of pessimistic predictions of the global change did not fulfill, even not fulfill yet. However the trust for the sustainable model of the university is not so strong now, how it was decade, or two decades ago. Before we find out the roots of that crisis it is worth to pointing out the main features of the sustainable university. At least four features could be pointed out here. (1) The first is related to delivering the program of studies for promoting the sustainable agenda and any trainings in the given field. (2) The next point concerns the expectation for knowledge institutions for delivering the new, smart and green solutions e.g. in the cities, and boosting the consultancy processes, which help convincing the large part of the society. (3) One of the most important task in implementation sustainable agenda is achieving the goals in the visible way, so that, universities were expected delivering that knowledge, or rather transformation of the knowledge to the social praxis. (4) Finally, universities posses the symbolic power, the capacity of the ethical change, and spreading the ideas to the large audience for transforming values and norms in the new way. Looking to these points we can say, that no of them did not help to overtaking the crisis of the universities today. In other words, the unemployment rate of young people did not disappear after sustainable curricula were adopted. Moving to the green research did not magnetize new partners from industry for improving the financial status of the university. But the most important problem is that, the social expectation from society is too complicated for rapid fulfillment: universities can't operate as a super markets, which can deliver fill the needs for new solution and rapid growth of the quality of life. Perhaps for the politicians and taxpayers, every change involves costs, but the result became disappointed. However, sustainable change and sustainable universities have been designed as the longterm institutions for achieving the aim according the plan of the future Earth aims, related both to natural and social dimensions (Adomßent, M., Godemann J., Michelsen G. 2008).

Obstacles in the implementation of the SD in higher education system of CE countries

Looking into the changes in the posttransformation countries, e.g. V4 (Poland, Czech Republic, Slovak Republic, Hungary), one can say that ideas of sustainability at the universities don't play any important role in it. The problem mirror weakens of the sustainable policies in other areas

of public policy in given countries. The following problems are detected as the main obstacles in sustainability. Posttransformation countries and their universities went through many sets of reform and the policies of austerity, for instance, in Poland since 2005, when the Law of Higher Education was adopted, Polish higher education system was had been going through at least 3 fundamental amendments which trigger serious institutional consequences (Kościelniak 2015). However the attention pays to the sustainability was too narrow, and related only to the environmental issues, not recognized as a whole agenda for moving the whole policy forward. Neither sustainable policy for the universities, nor the concept of the "sustainable university" appears in Central European countries. In fact the statement of the fail of the sustainable higher education policy need to be clarified. The concept of sustainable university couldn't fail, because it was never emerged as a separate, mature, and institutionalized part of the higher education policy. In other words, not the sustainable policy failed, but the process of implementation. The main obstacles are pointed out below.

The first, crucial factor of the change is permanent lack of the state agenda of the sustainable development at the level of higher education policy. In the all V4 countries, the state law dedicated to the university is regulated by the state authorities and ruled by the political institutions. It means, not the bottom up mechanism, but top-down only can adopt the sustainable change. Implementing the sustainable agenda of the universities needs to put at least some of the points listed above to the schema of policy, and strengthens it by the legal and institutional factors (Koscielniak 2014). In fact sustainability in the universities in Central Europe bases on the individual, charismatic action, implemented through the bottom-up methods. The research centers, educational initiatives, and the third mission projects are not a part of the policy, but rather local projects, often not connected to the higher education system. In result, the change occurs accidentally, with very low impact on the whole system. Actually, the system is not delivering incentives for implementing that policy in Central European countries. Without institutional incentives – like the grants, awards, scholarship, other financial incentives – sustainable policy could not achieve the priority in the university research and education agenda.

The second obstacle is lack of the cooperation with the institutions of the sustainable change, mainly the stakeholders of industry and business, where the sustainable policies are implemented and developed. Romer&Koscielniak (2013), mention the good practice of the sustainable change in the USA. American Universities opened the sustainable offices and the system of interweaving the processes of education and cooperation with the external players of the change in given field. The "third mission" of the universities remains one of the most underdeveloped point in the Central European universities.

The last obstacle is connected to the culture it is a negative attitude to the sustainable change. The assumption of that attitude bases on the meaning of sustainability as a costly and not necessary change, or as a path of the politics of austerity. Sustainable change of the university has never became the would-be agenda for institutional transformation, which could compete with other discourses, like a liberal one represented here by the concept "entrepreneurial university", or other concepts, where the main role play the economic gain, as a measurement of the development of university. According to the last concepts, the main mission of the university

is to operate like a market corporation. Sustainable university includes other factors, like an education, formation, social mission, etc. The difference between market-oriented institution and sustainable institution is huge, and the basic values are contradicted. What is more, the cultural attitude remains the most important factor for fulfilling the sustainable change. The culture creates the awareness of the meanings and influences on the conviction of the staff.

Conclusions

The first conclusion is about the implementation of the policy, which has never occurred in the Central European countries. In any level of the state policies, both national and regional, sustainable development has never been implemented as a part of the serious political agenda. Central European universities still need to do the first step, like creating and implementing the sustainable development to their policy, and building the legal way for establishing the changes. The second conclusion derives from the geopolitical perspective of V4 countries, where many problems are common, including HE policy. That's why using the common V4 mechanism could be a useful tool for shaping new strategy for sustainable development in the higher education area. Involving the governmental and university actors, like a federation of the universities, etc. is the appropriate tool for pushing the agenda forward. Common V4 deliverables bridge also the HE systems closer and would contribute in opening the new ways of the mutual cooperation between the universities. The third conclusion is related to the specificity of the Central Europe, especially its level of development as posttransformation countries. These countries need to adopt sustainability in the special way suitable their current economical and social position and capacity. In other words, V4 countries, should looking for special policy, and implementing the state and regional aims of sustainable development. In recommendations level, it is needed establishing the common aims for sustainable development in V4 countries for creating the agenda suitable for V4 states regional sustainable interests by inter-governmental and inter-regional consultations.

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Migration as a driver for development of society
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Abstract

Industrial, economic, scientific and cultural development was spread over the whole country, including distant rural areas. Self-contained, independent Soviet economy called for a differentiation in industry and education. To provide for the new demands new educational establishments were being built, new specialists in various fields of industry and science were being prepared. Women were encouraged to work in the system of science and higher education. Along with educating local qualified specialists – the process that went extremely slowly and painfully due to a variety of reasons – scientists from the centre were sent to the provinces. In the republics professional cultures grew into a symbiosis of various subcultures which co-existed and co-operated, thus affecting gender stereotypes. That was a powerful factor of cultural progress. In the scientific institutions none of the national cultures could claim for the domineering role – mutual integration could not allow for that.

Right before the deconstruction of the USSR and soon after that there started contrasting processes. Under the effect of the centrifugal forces women-scientists and their families began to return to their motherland. Several years have passed since a decrease in the influx of migrants from the former Soviet Union to the Russia. Now it is high time to find out, to what degree the rights of migrated women-scientists have been violated both in everyday life and in the professional sphere.

The project is aimed at the solution of the research problem — contemporary forms of discrimination against women-scientists, having experienced migrations to the Soviet Union republics and then from NIS to Russia.

Methods of research: generalization of official documents, literature; analysis of statistical data; biographical interview with women-scientists — representatives of migration streams, illustrating cases of discrimination, connected with the life of women in the republics, with the preservation and loss of their own ethnos' spiritual life objects and phenomena, other ethnic cultural traditions acquisition.

Keywords: migration processes, qualified specialists, gender stereotypes

Industrial, economic, scientific and cultural development was spread over the whole country, including distant rural areas. Self-contained, independent Soviet economy called for a differentiation in industry and education. To provide for the new demands new educational establishments were being built, new specialists in various fields of industry and science were being prepared. Women were encouraged to work in the system of science and higher education. The greatest influx of women to Russian science occurred soon after World War II.

During the war women occupied the "male" positions, and after the return of their husbands from the front they didn't want to get back to the domestic sphere – on the contrary, they were determined to continue their education, to get degrees. The formation of a new, self-conscious

female personality was under way. The Soviet state was in need of women's hands and wits to realize the economic modernization. Still, the involvement of women in the public sphere was violently authoritarian, devoid of freedom of choice (either family and children or professional career). At the same time the Soviet power could not free the women-scientists from the household responsibilities and delegate these functions to the state.

For the Soviet women – representatives of the scientific community – the cultural revolution was associated with the complex process of reevaluation of their identity, rights, possibilities and responsibilities. A considerable raise in their self-consciousness and self-esteem, an acquisition of new roles occurred due to their participation in the social-political and cultural life. In all the Soviet republics the involvement of women into those spheres was accompanied by the processes of destruction of the patriarchal family sex-role models and the traditional models of a woman's behavior. At the same time the interests of women were far from being a priority since it was the scientific-technological development of the country that counted. Women-scientists were often well ahead of their husbands in the level of culture, education, position and salary. "By law women received all the rights, but in practice they continued to live under the old yoke, unequal in family life and enslaved by thousands of household chores" (Успенская В.И., 2003, p. 24). The reality of life for Soviet women were desperate – they were overloaded with professional activities, looking after the house and the children, doing extra earnings and, to crown it all, doing the house-farming.

Along with educating local qualified specialists – the process that went extremely slowly and painfully due to a variety of reasons – scientists from the centre were sent to the provinces. In the republics professional cultures grew into a symbiosis of various subcultures which co-existed and co-operated, thus affecting gender stereotypes. That was a powerful factor of cultural progress. In the scientific institutions none of the national cultures could claim for the domineering role – mutual integration could not allow for that.

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To date, in a small Russian town (Balashov), there were interviewed fifteen women-scientists who were sent to the distribution of professionals from Russia in various republics of

the USSR and returned back after the 80's. XX century. Interviews can draw some preliminary findings.

Ethnic and professional discrimination of the scientific intelligentsia used to be minimal in the USSR. Those women allocated to the republics from Moscow and central regions, unlike the women residing there, didn't suffer from discrimination. Moreover, they were greatly respected by colleagues at work and by people in informal situations (M. P., Cand. Sc. (History): "There was quite a small number of women in that enormous institute. All were graduates of Russian universities. When there happened to be a celebration, someone from the local inhabitants used to invite the colleagues to his or her home. The first time we came to such a house their women attended to us immediately and took us to the room where all the other women were. They had a separate table for themselves. We could find absolutely no subject to talk to them about. The difference was too evident. But as soon as the men saw that, they led us to the other room, where the men were, and said: "These are our women and they'll sit with us". They treated us with great respect. If, for example, I entered the rector's office, he would stand up at once, great me, offer a chair and only after that would he himself sit down"). Hospitality in traditional cultures spread over the migrated women-scientists. In the unified Soviet the migrated specialists, both men and women, were treated with great respect, which was accentuated by the hospitality of the local residents (V. I., Cand. Sc. (Philosophy): "When you come for a visit, you can't think of a more hospitable people. They would offer you the most honorable place in the house, the aksakal[18] would cut a ram's head – who'd like an eye? (impossible to eat, but one can't refuse")).

Immigration and integration of women-scientists in the more traditional cultures resulted in the blurring of patriarchal ways of life among the local population. (T. P., Cand. Sc. (History): "The mother, as a rule, is closer to the children, because there, according to Muslim laws, the father earns the living, he has more freedom. The woman is more restricted by the family. But in the time I happened to live there, it gradually blurred"). F. i., an Uzbek woman had absolutely no place in the pre-revolutionary industry of Uzbekistan.

All the specialists allocated to the republics were provided with a living-space (L.I., Cand. Sc. (Pedagogy): «In Kazakhstan we rented an accommodation first, but then he (the husband) was given a flat. Later I myself got a one-room flat from the school. And we had a hope and a firm feeling that, if you work well, you are sure to get all that you need in life").

In the centre of the Russian Federation those women who found themselves in the sphere of management or science were occupied not so much with creative work but rather with some sort of routine, red-tape – making files, describing archives, etc. (Пушкарева Н.Л., 2004, р. 41). The transition of scientists to the developing republican research centers practically erased gender differences and opened prospects for professional growth (E. M., Cand. Sc. (Bilology): "When working in the Scientific Institute of Botany I hadn't had any obstacles in doing my research. Though there were some national minorities, we were not conscious of them, because we had will and diligence – we could achieve more in life than we can now. It was much easier to get to Moscow, or to Leningrad, or to any place in Russia than now").

The professionalism of women was highly valued in the former republics of the USSR (L. I.,

18 A paskha – mixture of sweetened curds, butter and raisins eaten at Easter.

Cand. Sc. (Education): "I got a lot of awards there – of an honored worker of the enlightenment of Kazakhstan and of the USSR, and a rare medal of Altynsarin (mine is number eighty-nine). You were valued anyway").

Education, multiplying the options for a professional employment, was actually leading to a better social position of women. Good education and high skills allowed women working in the republican research centers and educational institutions to occupy top positions and to earn more than their husbands (L. V., Cand. Sc. (Biology): "I was working in the clinic where doctors were raising their qualification. I raised my qualification in pediatrics, I worked as the head of a department, and I worked in the adults' department also"; L. I., Cand. Sc. (Education): "Well, and so I worked in that institute since 1964 till 1999, I went through all the stages from an assistant to an assistant professor, to the Chair and finally to the vice-rector"; N. V., Cand. Sc. (Mathematics): "It was a good job and the salary was good. My husband was also quite happy with his job. I worked as a vice-director in the Institute of Nutrition. While my husband got three hundred sixty rubles (per month) I got a thousand – it hurt him a little").

Traditionally a woman with a degree in higher education continued to regard her family as a primary concern, which could not but hold up the career (G. S., Cand. Sc. (Biology): "I was a good student and I didn't work during my studies, but in the third year I got married and the family became a priority for me"; L. I., Cand. Sc. (Biology): "And in 1961 I got married. My husband was an officer, he served in Semipalatinsk. And I followed him to Semipalatinsk, of course. When we moved I started all anew. No national problems ever existed. The fact was it was the year I had planned to start my post-graduate studies. But instead I followed my husband").

The social infrastructure of the republics was imperfect which made the women resort to traditional ways of bringing up their children, relying on the help of their parents (G. S., Cand. Sc. (Biology): "I had my own family when I was a third-year student. We had a son. His father went to some expedition for half a year when I was doing my post-graduate course. My son lived with my mother, we saw him only at the weekends").

Migrant scientists respected the local traditions and customs. They tried to adopt the elements of the culture that appealed most to them (E. M., Cand. Sc. (Biology): "I should admit in those Central-Asian republics, like nowhere else in Russia, the older people were treated with greatest respect and the children were given greatest love. The oldest member of the family, the mother, the father are enjoying utmost respect and the children – utmost love. They say, mother, father and children are given by God, and thus they're sacred. That's why there were a lot of children in each family, and they were so kind to each other"). The migrant women enjoyed the local cuisine, especially (A. E., Cand. Sc. (Education): "I love different cuisines: the Ossetic, the Georgian. We had a lot of friends in Georgia. I preserved my culture, but I preserved theirs, too – I love their pilaf, manty..."; В.И., Cand. Sc. (Philosophy): "I remember their food mostly, the 24th of March – Navruz holiday"; O. I., Cand. Sc. (Education): "When they say on TV that the month of Ramadan or the Ramazan holiday began, something tickles within me. The food was different there. Here the food is somewhat insipid. Here I changed my diet. There we cooked manty, pilaf, we made dimlyamá and kesmé. It's like home-made noodles with meat"; E.M., Cand. Sc. (Biology): "Well, living and working in the republic of Tajikistan we acquired part of the culture.

First of all, it's respect to people, it's the hospitality absolutely amazing for the country that poor, and, of course, respect to the elder. We still keep to their customs, traditions, and their cuisine. Even now that we have lived here for fifteen years the dishes from the Tadjik cuisine prevail in our menu. We love pilaf, manty, shurpa – an oriental soup – and other things"; L. V., Cand. Sc. (Biology): "After the working day we used to visit our neighbors. If it were the Tatars made a dish, the Uzbeks would bring theirs as a treat. On the New Year day all the people whose flats were in one staircase would treat each other and invite each other to their homes. Students of different nationalities were in one group: Tadjiks, Russians, Ossets, other... The locals congratulated us with Easter and we treated them to kulichi (Easter cakes), paskha[19], and we congratulated them with their national holidays"). The interviewees connected the national food with the national holidays (E. M., Cand. Sc. (Biology): "Living in Tadjikistan we followed the traditions. We celebrated their holidays along with the official ones"). Living in the republics influenced the choice of clothes (E. M., Cand. Sc. (Biology): "Our clothes still bear that sunny brightness, me and my husband, we like bright and light clothes. And of course we have some items of that culture – tea-trays, vases, even dresses of their fabric and in their style"). There were cases, though, when Russian specialists were demanded by the locals to follow their social status, in clothes too (V. S., Dr. Sc. (Philology): "The income was scarce and once there was an incident – I wore an unpretentious cotton dress and the local ladies, my colleagues, told me it was indecent for a professor not to look the part. Oppressions were quite frequent").

Professional and social environment was generally devoid of nationalism, anyway (A. E., Cand. Sc. (Education): "We were quite happy then. No national issues ever arose. We had lived there for twenty five years – the larger part of life, actually. Our daughter was born there. It was the time when internationalism was on the rise, we were supposed to work for the motherland. I mean, we believed we must do anything for the motherland. All the working people were making their contribution to the development of the country"; U. N., Cand. Sc. (Biology): "We lived very well in the republic. Were it not for that coup we would have never thought of moving to Russia. The republic was well provided for, we had never had any problems with food products, there was no deficit in the stores. And we lived in the capital. There was a cardio-clinic, an oncology clinic, there were lots of high-skilled pediatricians – Jews and German resettlers among them. It was a great bonus. Despite the multinationalism, all the people were friendly, all lived placidly, calmly, no one threatened anyone. Then all of a sudden things turned upside down and life became very difficult"; M. A., Cand. Sc. (Biology): "I worked at the Tadjik University, at the chair of biochemistry. I worked with inspiration, the relations among the colleagues were really warm, we all were friends, even outside work, we went on holidays together, often made outings to the mountains"; L. V., Cand. Sc. (Biology): "There were no problems there, all were friends. Everybody had a flat and a good job"; G. S., Cand. Sc. (Biology): "German resettlers, Kazakhs, Russians – over sixty nationalities – we were together in joy and in grief").

In the course of the deconstruction of the USSR the national issue aggravated, which negatively affected the professional relations among people of different nationalities (N. V., Cand. Sc. (Medicine): "I had never witnessed any conflicts at work. Just once, when I and our boss,

19 A paskha – mixture of sweetened curds, butter and raisins eaten at Easter.

a Kyrgyz, went to the Academy of Sciences, I felt really out of place, because the only phrase in Russian I heard was the one of introduction. The rest of the meeting was in the Kyrgyz language, which I understood scarcely, only thanks to some agricultural practice I had had"; L. I., Cand. Sc. (Education): "When perestroika began and especially when it came to the fall of the USSR ... And then in 1991 the Soviet Union collapsed. There it all began. And it was then that that very nationalism, of which we hardly ever knew, came to the surface. I was a vice-rector at the Institute then. And in 1992 there comes the rector, he was Russian, too, absolutely out of his mind. He had been invited to the Party Committee and there they declared to him, right straightforwardly, that two Russian-speakers can no longer stay in the positions of first managers. And sure I said: "You are a graduate of this Institute, you grew up here, here's your motherland, and you've done so much for this Institute. You'll stay, I'll go". And I left my position").

When the Russian language was no longer recognized as the official language of international communication, the national language became a barrier for professional communication (O. I., Cand. Sc. (Education): "In Kyrgyzia the situation eventually grew rather difficult. Here I came for the sake of the children. I would have stayed there until retirement. I had worked in the Academy for twenty four years. I had my communicative environment there, I knew who to talk to in case... Here all is quite new. Rumors were circulating that everybody was to take up the Kyrgyz language. As to me, they'd rather not expire the Russians, but assess their professional skills").

National conflicts were also the cause for making greater demands to the Russian specialists' professional consistency (M. A., Cand. Sc. (Biology): "I was called up to the dean many times, the management would express dissatisfaction with my work, though I had worked as an assistant professor many years and had managed with my duties").

Children remained to be the main value for women-specialists (A.E., Cand. Sc. (Education): "If there's a danger for your child, when they shoot and kill in the streets – you just grab your possessings and fly wherever to save the child. There, unlike in other republics, was a war. Some five hundred thousand people left, and those who stayed were destined to be beggars. Neither these, nor those authorities ever needed them").

Women-scientists and their families had two ways of choosing a place in Russia to return to: 1) professional connections (O. I., Cand. Sc. (Education): "A colleague from our Chair moved here sixteen years ago and has been constantly in contact. And he invited me here, too"); 2) family ties (E. M., Cand. Sc. (Biology): "Here in Balashov my sister, Ludmila, lives with her children. We were searching for bread and peace, and we moved to Balashov where we found shelter, food and friendliness"; L. I., Cand. Sc. (Education): "Our choice fell on Balashov because our son married a girl from Balashov").

Administrations of educational establishments supported the migrants by offering employment (E.M., Cand. Sc. (Biology): "I am very thankful to the Balashov Institute administration, who helped me a lot by advancing my salary and by accommodating us in the hostel. Well, and by now we're quite comfortable here and can't imagine living in another Russian city"). As to the living conditions it was the neighbors who would give a hand (E.M., Cand. Sc. (Biology): "The first years were really strenuous. We had neither a cup, nor a spoon, nor furniture. But the people around us were so kind. I am thankful to them for the food they gave us when we first came

here"; O. I., Cand. Sc. (Pedagogy): "As soon as we arrived we were given two rooms in the hostel. People always helped me with the documents, the registration, anything. My acquaintances helped me with the repair. At the Chair the staff consisted of men, mostly, which was unusual, but I'm getting used to it. Anyway, I don't feel any discrimination").

The forceful character of the migration produced a number of extra problems concerning adaptation. The narratives prove that the lack of free will in the migration was reinforced by the lack of a perspective (V. I., Cand. Sc. (Philosophy): "We were forced to migrate. We lost the comfortable flat where we had lived for five years. Now we have to face the music – no prospects any longer. Life is destroyed. To change oneself when one is forty, to change one's circumstances – it's practically impossible. It was certainly better there"; L. I., Cand. Sc. (Education): "If it comes to the migrants' psychological state, it's a great trial when you move to another place and start your life from a clean page"). The necessity of starting their life anew was connected by the migrants with the adaptive possibilities (V. I., Cand. Sc. (Philosophy): "The problem of adaptation. All the changes were accepted without a word, it's mere psychology. The man is ripped out of his environment. But here we were received well. The circle of communication is limited by profession. Parents lived and died there. The present times are hard. All is left behind. We have found ourselves on the brink of a black precipice"); T. P., Cand. Sc. (History): "I can't say I've had any particular problems. But now that I am summing up my life, I think it is the ability of man to tune in to what he is expecting to confront, to see. I mean, I didn't expect my new ways to be easy and that's why I think I haven't had any hard problems, though I have worked hard creating a new Chair"; E.M., Cand. Sc. (Biology): "The first time, for almost eight years, we, five people – my mother, me, my husband and our two children – lived in the hostel. The years of adaptation were most difficult but at the same time most interesting. Coming to know a new country, coming to know new customs and natural, climatic conditions. From the warm climate we moved right to the snow"). An exaggerated nostalgia was another negative factor for a successful adaptation (O. I., Cand. Sc. (Education): "We had many friends among the Kirghizs. As soon as I arrived there I started work, I had lived there forty three years. All my life. I worked in the Academy twenty four years. Of course, I am missing all that"). Nevertheless, understanding the equality of the situation for the migrants assigned to the republics of the USSR and for the forced migrants of Russian Federation served as a stimulus for a positive comprehension. Both in the case of the professional migration of assigned specialists and of the outflow of the population from the former republics to the Russian Federation, the migrants demonstrated a readiness to accept the situation as a "reality", as a fact that concerned thousands (V. I., Cand. Sc. (Philosophy): "No particular changes were evident, we lived like people live anywhere in the Soviet Union").

The experience the women-specialists had acquired in a foreign environment before their second, forced migration, made a positive influence on their adaptive and integrative qualities. (N. K., Cand. Sc. (Education): "Why I am patient, you ask? So much had it been to come through before we decided to move. We had teenage children. We had seen and heard so many outrageous things. The aborigines themselves were not that aggressive, and alcohol is not welcome there. But there emerged as if from nowhere drunk and stoned companies of the local youths.

They were very aggressive in the attitude, absolutely out of their minds. But it was impossible to imagine they could get the money for alcohol from their parents. But the alcohol, the money and other stuff did come up somehow. Yes, I have to suffer injustice here at my work. Yes, that is so. But I am confident about my children and that in itself makes me happy"; M.A., Cand. Sc. (Biology).: "I hope and believe that the worse times for our family are over").

The migration floods in the Soviet and Post-Soviet environment were characterized by a reinforcement of the family, a growth of mutual understanding and help (E.M., Cand. Sc. (Biology): "I met my husband who worked after a technical college in a military organization, and then came to work in our Academy of Sciences. He turned to be a kind, easy-going, caring man. And he never was a course for trouble, we never thought of divorce. It's soon going to be thirty years since we married"; N. V., Cand. Sc. (Mathematics): "I am often discontented with my husband's temper, I know he's a choleric. And I tell him: "You are not just a choleric, you are an ill-bred choleric". And he tells me: "What is it you don't like?" I say, I don't like this, and this ... and my mother tells me: "If he didn't yell and swear, he would not be yours". The main thing is that I can count on him in any situation"; G. S., Cand. Sc. (Biology): "I have a husband. We worked together in a national park. He took photographs and made stuffed animals. All the photos in my dissertation were made by him"). Those husbands of migrant-scientists who had no degrees had greater difficulties with employment. Quite naturally, it was easier to find a job for a man with a higher level of education (T. P., Cand. Sc. (History): "My husband found a job. He had had much more problems, he's an engineer, a very skilled engineer, he had worked in most responsible top positions. He didn't find such a position here in Balashov and he retired early. Started all sorts of work around the house, repair works, the construction of the garage. I haven't had problems like his, my professionalism happened to be in greater demand"). A number of the interviewees said, their husbands had a learned degree which facilitated their employment. There were a few cases when international marriages collapsed, which look rather as exceptions (L. V., Cand. Sc. (Biology): "My husband served in special forces of the Ministry of Federal Intelligence. His mother is Russian, his father a Tadjik who worked in the Ministry of Culture there. Well, my husband decided to stay").

The issue of convertibility of the diploma, extremely urgent in the CIS of the XXI century, was non-existent in the USSR (O.I., Cand. Sc. (Education): "When I arrived here, the Kirghiz associate professor was not regarded as an associate professor. I mean, here I was given a lower skill-category and I have to go through the same procedure again"). Migrants faced difficulties with job placement caused by the complicated and prolonged procedure of acquiring citizenship (O. I., Cand. Sc. (Education): "This is my second year here. Last year I was unemployed because I had to wait till I acquire citizenship. Nine months is rather a long period without a job. It's really hard").

The republics (or regions) suffering from massive outflows of high-skilled specialists also suffer from a decrease in their potential for advancement in science, culture, education and industry (N.V., Cand. Sc. (Medicine): "I do not regret that we have moved, because it's impossible to get that life we had there back. And I worked at the Academy of Science there.... Our whole laboratory have left for different parts. And we still keep in touch with each other. Some of us are in Ulyanovsk, some are abroad, others are wherever. What good is there about being homesick?

If things there were going the way they used to go, I would be homesick of course. But I know things have grown different there and so – why regret? And besides, our relatives moved here eventually, too. And now we have no blood relatives left there. All my relatives are here by now, and so are my husband's"; L.I., Cand. Sc. (Education): "The first people to tear away were those who hoped to put down roots in a new place, to avoid turning into street people. That's why the Chair I was making with incredible effort, has gone higher than a kite. Just two Russians with no candidate degrees stayed – all the rest are the Kazakhs. And all the others just dashed wherever they chose"; M.A., Cand. Sc. (Biology): "I still keep in touch with my friends, but they are already not there either"; O.I., Cand. Sc. (Education): "There used to be a lot of sport schools. With the collapse of the USSR, there is just one field-and-track school left. And the financial problems are severe").

One of the basic factors for the labour migration has always been a possibility to find a dwelling. It was the financial problems that forced the interviewees and their families to leave the metropolises of the former Soviet republics for Balashov and to settle in a rural area. One of the consequences of the forced migration is a deterioration of living conditions for women-migrants and their families (T.P., Cand. Sc. (History): "We had a nice flat, and then we had to sell it to buy instead a worse, four-room one here. Ours was a five-room flat";

V.I., Cand. Sc. (Philosophy): "There we used to have a nice four-room flat that we lost. At first we didn't have the right to sell it and they gave us warrants"; Ju. N., Cand. Sc. (Biology): "When we came here, we had no relatives and no friends. And we were to get a job this way or the other. There were certain difficulties about that, too. It was difficult to buy a flat. Our former flat was a dozen times as good as the one here. Having bought a flat, we got into debt and then we had to pay off the debt for quite a while"; N.V., Cand. Sc. (Medicine): "The money we got for our flat was just enough to buy a TV-set and a fridge here"; G.S., Cand. Sc. (Biology): "Before Balashov we tried another city where we were accommodated in a dormitory room, without conveniences").

Private libraries were ranked as the most valuable among the migrants' possessions. Despite numerous difficulties of removing the property, all the women-migrants have brought their libraries with them to new places (V.I., Cand. Sc. (Philosophy): "We've brought a large library with us, about five thousand books, and who knows how many we left neglected", "We were offered a Volga[20] for our library"; L.I., Cand. Sc. (Education): "And that was how I found myself here with all my books, horribly vast in number, and with all sorts of extra troubles").

The problems of employment, preserving the new job and promoting the career have been aggravated for women-scientists and their families by discrimination on the account of their having no permanent residence in the city under survey (G.V., Cand. of Sc. (Philosophy): "I know pretty well I am no less competent than she. Nothing of the kind! I'm ten times as competent, one needn't compare. It's just her long-standing connections here that count. Our director used to be her late father's friend and he promised him to take care of his daughter in case it would be necessary. Well, here you are. No one needs knowledge, a desire to work, to do something new, something useful. The problem is I am not a native and she has spent her whole life here,

20 Volga – a trade mark of an automobile, prestigious in the former Soviet Union

as well as her parents. And now I don't take that problem as mine and no one else's but me. It goes much deeper").

This is very much an exception rather than the rule, but still today the attitudes of some men – directors of higher education institutes – occasionally remain to be gender discriminating within the scientific and educational environments in small towns. The tacit consent on the part of the subjects, both women and me, involved in the discriminating process, does not make the situation any better (O.B., Cand. Sc. (Education): "I took part in a panel discussion in one of the local universities in November. It dealt with educational issues. Over ten headmasters were present. Both women and men. After the formal meeting the participants were supposed to have an informal talk. Men-headmasters were invited into the director's office and the women had their tea in a classroom. No one looked indignant. I have never seen anything like that before. It was disgusting").

Today, regardless of research trends, the consequences of the labour migrations are usually analyzed within the bounds of the "triangle": the effect of the specialists' runoff on the native country – the effect of the drift of labour on the host country – the simultaneous effect of both the runoff and the drift of labour on the world market of high-skilled specialists. The consequences of intellectual migration for an individual are rather a rare subject of research. Though within the last two decades decisions to emigrate have been made on this very level. When a phenomenon becomes widespread, the consequences of intellectual migration of women cannot be assessed simply as positive or negative. Attempts to reduce all the possible consequences of emigration to a common denominator are doomed. Thus it would be expedient to divide the consequences of women-scientists migration into a number of groups.

1. Economic effects of Russian women-scientists migrations.
2. Social consequences of Russian migrations of women-scientists.
3. Cultural consequences of Russian migrations of women-scientists.
4. Knowledge-based aspects of the consequences of migration of Soviet/Russian women-scientists.

As a result there were three basic variants of the forced brainpower migration to the Soviet republics:

1. Temporary work off. Young specialists were temporarily sent to a republic after they had graduated. They were to work there for a certain period of time. Later they could come back to Russia and settle wherever they wanted to. It was also possible to come back to a region that assigned a future scientist to get a degree.
2. Migration for permanent residence. Being assigned to a republic, young scientists were provided with public housing. There they got married and had children.
3. Constant territorial-professional migrations within the USSR. In a state need a specialist and his family could migrate voluntary or be forced to migrate to other research and educational organizations over the territory of the huge country. The number of such migrations could be unlimited.

In the very end of the XXth and the beginning of the XXIst century the optimistic assess-

ments of the intellectual emigration resemble the conception of "exchange of knowledge" and the pessimistic ones resemble the conception of "brain drain". On the one hand, intellectual emigration is the factor of global socio-economical advancement and it corresponds with the consistent movement of "the human capital" on the world market. On the other hand, the donor states miss the opportunity of the national socio-economic advancement and weaken their position in the international market of science because of migration.

The Soviet era was marked by an obsession with the idea to move scientists both male and female in compliance with the needs of national economy. In the CIS the decision to emigrate was made mainly on the microlevel that is by the individuals or their families. But in both cases these were forced migrations.

In the former case the process of adaptation and acculturation was followed by minimal negative consequences because scientists were placed on a job with the support of the state and because of such attractive factors as public accommodation and job placement, the use of the Russian language in the professional activity. Public policy aimed at establishing equal rights for women in the professional environment was of great importance. In the latter case, repulsive factors such as menace to safety, nationalization of the professional language and changes in the personnel based on ethnic criteria prevailed. In the host country representatives of scientific intelligentsia and their families have always had a minimal support on the part of the state.

The basic conclusion of the research. On the one hand, having lived in more traditional cultures in the Soviet past, the interviewed migrants acquired and kept more patriarchal views on the family that are not typical of the majority of the Russian women-scientists' and lecturers' families. On the other hand, having worked in major research and educational centers of the republics, women-scientists acquired valuable professional skills that can not be in great demand in a Russian town. In spite of the high skills and the most valuable work experience in the spheres of management, science and education, female migrants have been discriminated in the Russian regional educational organizations. Nevertheless, having left the republics, female scientists display a sound professional identity, despite discrimination.

Conclusion

An increasing demand for high-skilled specialists all over the world on the one hand and an extension of international educational and job placement opportunities on the other hand have inevitable influence on the world market of science. We might expect an expansion of the consequences of the intellectual migration, female migrations including, later on. Hereupon there arises the need to improve the migration policies, both for the countries losing human recourses and in those using them (Martin P., Abella M., Kuptsch C., 2006, p. 23). Women-migrants representing intelligentsia are high welcome in the host countries because they are bear a great demographical and scientific potential.

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Mediální pokrytí humanitární krize na Filipínách a jeho vliv na české čtenáře – potenciální přispěvatele na sbírku pomoci obětem přírodní katastrofy

Božena Markovič Baluchová, Laura Kožušníková

Abstrakt

Cílem příspěvku je popsat a charakterizovat zobrazení humanitární krize na Filipínách, která vznikla následkem tajfunu Haiyan v roce 2013, českými médií. Součástí příspěvku je obsahová analýza třiceti online článků, které byly publikovány v období prvního měsíce od vypuknutí přírodní katastrofy. Na základě jejích výsledků lze určit, zda došlo ke zkreslení pohledu českých čtenářů na situaci vzniklou tajfunem Haiyan, a jak toto zkreslení eliminovat (jak mu předcházet).

Klíčová slova: Tajfun Haiyan, Filipíny, humanitární pomoc, média, mediální gramotnost

Abstract

The aim of this paper is to describe and characterize the Czech media coverage of humanitarian crisis in Philippines which resulted from typhoon Haiyan in 2013. Part of the paper is a content analysis of thirty online articles published within the first month following the natural disaster. Based on the results of the content analysis we can claim if there was some distortion of views of Czech readers about the situation caused by typhoon Haiyan and how to deal with it (prevent it).

Key words: Typhoon Haiyan, Philippines, humanitarian aid, media, media literacy

Úvod

Tématem příspěvku je mediální zobrazení humanitární krize a intervence českých nevládních organizací ve vybraném regionu. Konkrétně se bude jednat o mediální zobrazení humanitární krize na Filipínách v roce 2013, kterou způsobil nejsilnější tajfun, který kdy udeřil na zemi – Haiyan. Hlavním cílem je objasnit způsob, jakým česká média zobrazila tuto humanitární krizi a jak působí na chování české veřejnosti.

Prostředkem pro naplnění cíle využijeme metodu obsahové analýzy českých mediálních textů (online článků) v časovém rozmezí jeden měsíc od přírodní katastrofy. Zabývat se budeme především zdroji informací, formálním a obsahovým zpracováním, volbou titulků a fotografií, a vnesení PR prvků, jako i jejich možným vlivem na čtenáře – potenciální přispěvatele na sbírku pomoci obětem přírodní katastrofy a na podporu intervence.

V rámci interpretace výsledků se zmíníme o tom, jaké nástroje by mohly pomoci široké veřejnosti při chápání a rozlišování mediálních produktů (mediální gramotnost); a jaké nástroje by mohly pomoci novinářské obci a zapojeným mimovládním rozvojovým a humanitárním organizacím

při etickém zobrazování humanitárních krizí v budoucnosti (etické kodexy, Kodexy používání obrazů a podávání zpráv).

1. Humanitární pomoc ČR

Dle Ministerstva zahraničních věcí ČR je hlavním cílem humanitární pomoci zamezit ztrátám na životech a zmírnit lidské utrpení způsobeno náhlou katastrofou, ať už přírodní či zapříčiněnou člověkem. Dále se také jedná o pomoc v regionech, které jsou zasaženy dlouhodobou a komplexní humanitární krizí[21]. Jinými slovy se jedná o bezprostřední aktivity, které představují reakci na humanitární krizi.[22]

Z humanitárního rozpočtu Ministerstva zahraničních věcí ČR ve výši 73 miliónů korun bylo podpořeno 27 humanitárních projektů ve 30 zemích světa. Po ničivém tajfunu věnovala Česká republika 4 milióny korun na okamžitou pomoc pro oběti tajfunu. Tato částka byla Filipínám poskytnuta prostřednictvím Filipínského červeného kříže, který měl jako jeden z mála hned od počátku přístup i do nejodlehlejších postižených oblastí.

1.1 Humanitární krize na Filipínách v roce 2013

Tajfun Haiyan udeřil v centrální části Filipín dne 8. listopadu 2013. Haiyan je označován za jeden z nejsilnějších tajfunů, které udeřily na zemi. Tajfun trval přibližně 16 hodin a kvůli jeho síle, je označován za super tajfun. Neustávající vítr dosahoval rychlosti až 195 mil za hodinu a smetl šest provincií v centrálních Filipínách. Nejvíce byl postižen západ a východ provincie Leyte a jižní výběžek Východního Samaranu. V těchto oblastech bylo zničeno až 90% budov, včetně zdravotnických zařízení. Tyto události následně vyvolali humanitární krizi. Doručování humanitární pomoci bylo v nejvíce postižených částech velmi problematické a to zejména kvůli porušené telekomunikaci, vodních zdrojů, narušení infrastruktury. Bez ohledu na tyto překážky byla humanitární pomoc doručena do nejhůře postižených oblastí do dvou týdnů od tajfunu. Dva a půl měsíce po skončení tajfunu OSN uvedlo, že 14.1 miliónů lidí bylo přírodní katastrofou zasaženo a z toho 4.1 miliónu obyvatel muselo být vysídleno.[23]

Následná humanitární obnova byla vedena Filipínskou vládou. Mezi nejvýznamnější partnery Filipín, podílející se na obnově státu, patří OSN a Spojené státy americké. K 31. lednu 2014 přispěli mezinárodní donoři na podporu obnovy tajfunem postižených Filipín 662.9 miliónů dolarů, z toho 87 miliónů dolarů bylo poskytnuto Spojenými státy. Jedná se o jeden z důkazů o silné vazbě mezi Filipínami a Spojenými státy, která má počátky v koloniální éře, ale také ve společných strategiích a ekonomických zájmech. Dalším pilířem tohoto bilaterálního pouta je sdílení demokratických principů a provázanost těchto dvou národů. Příkladem nám může být populace Filipínských Američanů, kterých na území Spojených států žije 4 milióny.

Tajfun Haiyan však nevyvolal první humanitární krizi na Filipínách. Špatná infrastruktura a geografická poloha jsou jedny z hlavních příčin, proč jsou Filipíny často postihovány humanitárními krizemi. V průměru zemi ročně zasáhne 20 bouří. Například v roce 2012 udeřil na jihu na ostrově Mindanao tajfun Bopha, který připravil o život až 2000 obyvatel. Jiným příkladem nám

21 Ministerstvo zahraničních věcí ČR, 2014
22 KAPLAN, M. a kol., 2007
23 LUM, T., 2014

může být zemětřesení z října 2013, které na ostrově Bohol udeřilo silou 7.1 Richterovi stupnice. Toto zemětřesení připravilo o domov na 350 000 lidí. Do příchodu tajfunu Haiyan se za nejdestruktivnější tajfun Filipín považovala tropická bouře Thelma z roku 1991, kdy o život přišlo 5000 lidí, převážně z regionu Visayas.[24]

1.2 České organizace a jejich reakce na tajfun Haiyan

Vzhledem k existenci celosvětové sítě společnosti ADRA, je společnost schopna rychle a pružně reagovat na přírodní katastrofy. Po přírodní katastrofě na Filipínách v roce 2013 ADRA podrobně monitorovala situaci přímo na místě a poskytovala lidem dodávky pitné vody, potravinovou pomoc a také provizorní přístřešky. Do pomoci pro Filipíny se zapojila také ADRA ČR, která ihned uvolnila 100 000 korun a vyhlásila veřejnou sbírku.[25]

Člověk v tísni bojuje s chudobou v dlouhodobém měřítku, avšak také poskytuje okamžitou humanitární pomoc, která byla v roce 2013 poskytnuta Filipínám. Člověk v tísni se zapojil do pomoci Filipínám již sedm dní po katastrofě. Organizace založila veřejnou sbírku SOS Filipíny; Česká republika se podílela sumou 500 000 Kč. Člověk v tísni pomohl více než 750 000 obyvatel Filipín a to především prostřednictvím obnovy živobytí, veřejných prací, oprav škol nebo distribucí potravinových balíčků.[26]

Další organizací, která poskytla humanitární pomoc zničeným Filipínám, jsou Lékaři bez hranic (v ČR působí od roku 2006). Celkem Lékaři bez hranic přispěli částkou 32,4 miliónů eur, ve které je zahrnut příspěvek také Lékařů bez hranic ČR (319 000 Kč).[27]

Mezinárodní Červený kříž doručil pomoc po tajfunu v roce 2013 do oblastí Leyte, Cebu, Palawan, Panay a Samar. Organizace také vytvořila dlouhodobý plán obnovy, který je zacílen na přeživší potřebující pomoc nejvíce. Dva hlavní principy tohoto plánu jsou stavění přístřeší a poskytování základního výcviku v oblasti stavebnických postupů pro komunity. Červený kříž ČR přispěl částkou 1 890 000 Kč na obnovu Filipín.[28]

Charita ČR po vypuknutí tajfunu okamžitě uvolnila 250 000 z krizového rozpočtu na pomoc Filipínám a vyhlásila finanční sbírku a dárcovskou SMS. Charita ČR vysbírala celkovou částku 10 317 644 Kč na pomoc Filipínám.[29] Diakonie českobratrské církve evangelické je neziskovou organizací, poskytující sociální služby nejen v ČR. Na pomoc ve formě potravinové i nepotravinové pomoci pro Filipíny se díky darům evangelické církve a individuálních dárců podařilo odeslat téměř 1 milión korun.[30]

Pomoc Českého výboru UNICEF se na Filipínách v roce 2013 zaměřila na prevenci proti šíření nakažlivých chorob, na poskytnutí základních životních potřeb a psychologické pomoci všem, kteří ztratili své blízké. Čeští dárci prostřednictvím UNICEF poslali dětem na Filipínách celkem 1 937 669 Kč.[31]

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24 LUM, T., 2014
25 ADRA ČR, 2014
26 Člověk v tísni, 2013
27 Lékaři bez hranic, 2014
28 Červený kříž ČR, 2014
29 Charita ČR, 2016
30 Diakonie českobratrské církve evangelické, 2016
31 Český výbor pro UNICEF, 2016

2. Mediální manipulace

Nepředvídatelné přírodní katastrofy poutají pozornost široké veřejnost skrz média. Média se ženou do postižených oblastí aby obsáhla chaos mezi lidmi a materiální škody. Mýtus toho, že média jsou na místě katastrofy první a pomáhají zmírnit následky a zachránit oběti, je velmi diskutabilní. Mediální pracovníci nejsou vycvičeni ani vybaveni na pomoc v takovýchto situacích, a proto je jejich hlavním cílem podat co nejrychleji přesné informace o události široké veřejnosti. Mediální organizace tak mezi sebou vedou jakousi soutěž o to, kdo první podá informace světu. Právě z toho důvodu se často stává, že média podají nepřesné či neúplné informace o situaci.

2.1 Prezentování negativních informací a pornografie chudoby

Je důležité mít na mysli, že všechny mediální organizace jsou ekonomické subjekty, usilující o zisk, který je jejich prioritou. V případě přírodních katastrof proto chtějí informovat jako první, aby získaly co nejvíc publika, a nepřišly tak o svůj zisk. Tyto faktory následně vedou k nedostatku času na ověření informací o události, podání nepřesných informací veřejnosti a následnému zkreslenému pohledu veřejnosti na danou situaci.[32]

Prezentování negativních informací (zejména o počtu obětí, přesídlování a utrpení přeživších tajfunu) je jednou z nejžádanějších obchodních hodnot žurnalistiky. Mnohem těžší, je zajímavým způsobem prezentovat informace o pozitivních událostech. Manipulovat lze prostřednictvím titulky či úvodu článku, proto je tedy jednodušší v titulku či úvodu podat obsah, který zmate nebo úplně oklame příjemce, s úmyslem upevnit v jeho vědomí jisté hodnocení.[33]

Je také nutné zmínit, že fotografie prodávají obsah tištěných médií. Tiskové zprávy, obsahující zajímavé fotografie, mají větší šanci na publikování informace.[34] Z uvedeného tedy vyplývá nepopíratelný vliv fotografií v médiích na vnímání společnosti. To také potvrzuje CCIC (Canadian Council for International Co-operation), který tvrdí, že vliv fundraisingových a žurnalistických fotografií na vnímání rozvojových zemí širokou veřejností je znám už delší dobu.[35]

V souvislosti s žurnalistickou fotografií a rozvojem se často zmiňuje termín pornografie chudoby / marketing chudoby[36]. Pod pojmem pornografie chudoby rozumíme jakýkoliv typ média, ať už se jedná o fotografií, text či film, které využívá životní podmínky chudých ke zvýšenému prodeji novin (filmu atp.), navýšení charitativních darů nebo podpory dané situace.[37] Jedná se o velmi silné fotografie či texty, které se dotýkají srdcí lidí a pomáhají navýšit peněžní dary veřejnosti na podporu rozvojových programů v méně rozvinutých zemích světa. Hlavní problém pornografie chudoby spočívá především v způsobu zobrazování lidí. Velmi často jsou zobrazovány osoby jako naprosto bezmocné, pasivní oběti, což může mít za následek podkopávání lidské důstojnosti a tím dochází ke zhoršení podmínek pro naplňování globálních rozvojových cílů.[38]

32 ZARQA, A., 2013
33 ILOWIECKI, M., ZASEPA, T, 2003
34 SVOBODA, V., HALADA, J., 2006
35 Canadian Council for International Co-operation, 2008
36 Markovič Baluchová, B., Svobodová, M., 2016
37 FLINDERS, M., 2014
38 Canadian Council for International Co-operation, 2008

2.2 Česká mediální scéna

Česká média jsou (v informování o rozvojovém světě) poměrně pozadu za evropskými i americkými sdělovacími prostředky. Některé evropské země mají mediálně blíže k rozvojovým regionům a to z důvodu jejich koloniální minulosti a vysokému počtu přistěhovalců z rozvojových zemí. Jedním z dalších faktorů, způsobující zaostalost českých medií, je jejich velikost a ekonomické zázemí. Příkladem nám může být agentura Reuters, která má po celém světě cekem 65 000 zaměstnanců; Česká tisková kancelář se jí velikosti nemůže vyrovnat a před zastoupením v rozvojovém světě dává logicky přednost reprezentaci v evropských a amerických metropolích.[39]

Dle průzkumu Unie vydavatelů je v současnosti na českém trhu celkem sedm celostátních deníků a čtyři celostátní týdeníky. Nejčtenějším českým deníkem je Blesk, hned za ním se umístila Mladá fronta Dnes a na třetím místě Právo. Nejčtenějším týdeníkem je časopis Reflex, hned za ním Respekt a Týden.[40]

3. Výzkum

Cílem příspěvku je objasnit mediální zobrazení humanitární krize na Filipínách v roce 2013, kterou způsobil tajfun Haiyan a jeho vliv na chování české veřejnosti. Bude se jednat o obsahovou analýzu mediálních výstupů v českých online mediích v období jednoho měsíce po katastrofě (tzn. od 8.11. 2013 do 8.12. 2013). Jde o třicet článků, které byly vydány v námi vymezeném období následujícími vydavateli: Reflex.cz, Česká televize, Novinky.cz, Idnes.cz, Rozhlas.cz, Lidovky.cz, Blesk.cz, Eurozprávy.cz, Aktualne.cz, Denik.cz, Hospodářské noviny. Důvodem výběru těchto mediálních nosičů je jejich postavení na České mediální scéně a co možná největší možná různorodost mezi redakcemi, novinářskými institucemi.

3.1 Metodologie výzkumu

U obsahové analýzy je důležité jasně vymezit výzkumný vzorek a jednotku analýzy.[41] Kvantitativní obsahová analýza se od kvalitativní odlišuje především v nutnosti definování dostatečně přesných kategorií již před začátkem analýzy tak, aby odlišní analytici došli při analýze ke stejným výsledků.[42]

Hlavní výzkumnou otázkou (HVO), resp. hypotézou je: „Mediální zpracování humanitární krize přímo působí na chování českého čtenáře (s cílem přispět na sbírku pro pomoc obětem tajfunu na Filipínách)". Specifickými výzkumnými otázkami (SVO) jsou: Redakce ve svých článcích dokázali objektivním a vyčerpávájícím způsobem popsat původ humanitární krize (SVO1); Redakce ve svých článcích dokázali objektivním a vyčerpávájícím způsobem popsat důvody zapojení české veřejnosti do humanitární pomoci a obnovení krajiny (SVO2); Redakce ve svých článcích dokázali objektivním a vyčerpávájícím způsobem popsat způsob zapojení české veřejnosti do humanitární pomoci a obnovení krajiny (SVO3); Redakce ve svých článcích použili pro ilustraci humanitární krize fotografie z místa katastrofy (SVO4); Redakce ve svých článcích využili statistické údaje o obětech tajfunu (SVO5); Redakce ve svých článcích použili reportážní styl (komentování z místa činu, rozhovor

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39 KAPLAN, M. a kol., 2007
40 Unie vydavatelů ČR, 2013
41 DUŠKOVÁ, L., ŠAFAŘÍKOVÁ, S., 2015
42 HENDL, J., 2005

s obětí katastrofy či humanitárním pracovníkem) (SVO6); Redakce ve svých článcích zmínili konkrétní nevládní organizaci.

3.2 Obsahová analýza a její výsledky

Část analýzy, kdy dochází k vytváření kódů a jejich kategorizace, se nazývá otevřené kódování a jedná se o základní postup, kterému se výzkumník nevyhne. Následně pomocí axiálního kódování dochází k hledání souvislostí a propojování jednotlivých kategorií[43]. Tady bylo kategorií vytvořeno celkem deset a každá z kategorií v sobě zahrnovala minimálně dvě podkategorie. Tyto kategorie byly formulovány formou otázek, na které se dalo jednoznačně odpovědět ANO či NE, dle toho – zda se daný jev v textu objevuje či nikoliv. Postupně bylo takto analyzováno všech třicet článků[44] a po interpretaci výsledků byla zpracována vyústění pro doporučení pro praxi a závěr.

Při analýze fotografií, které článek obsahuje, jse dospělo k následujícím výsledkům – 100% článků obsahuje alespoň 1 fotografii, z toho 50% článků má více než jednu fotografii. V případě, kdy se v článku vyskytla více než jedna fotografie, tedy v 50% případů, jse analyzovalo, zda jsou všechny fotografie neutrální a nevyvolávají ve čtenáři pocit lítosti. Jednalo se tedy pouze o 6,6% článků (pouze 2 články z 15), které obsahovaly fotografie, nevyvolávající emoce.

Jedním z ukazatelů, zda ve čtenářích článek vyvolává pocity lítosti, byl výskyt slova „pomoc" – již v názvu článku. V tomto případě 76,6% článků splňovalo toto kritérium, tedy pouze 7 článků ve svém názvu slovo pomoc nemělo. Dále jse zkoumalo, v kolika článcích se objevuje přibližná informace o počtu obětí, zde se dostáváme ještě k vyššímu výskytu než u předešlé kategorie. Konkrétně se jedná o 86.6% článků (26 z 30), které tuto informaci obsahují minimálně jednou. Jako poslední bylo zkoumáno, zda se v článku vyskytují následující slova: utrpení, bezmoc, katastrofální, zdevastovaný a jiné ekvivalenty těchto slov. Toto kritérium poukazuje na výskyt citově zabarvených slov, nebo slov, které zveličují. Z 30 článků 63,3% obsahovalo alespoň jedno z těchto slov.

Z celkového počtu 30 článků bylo 56,6% jejich titulků neutrálních – tedy především informativních bez snahy ovlivnit názor čtenáře. 30% titulků bylo negativního rázu, tyto titulky byly velmi alarmující a neobjektivní. Pouhých 13,3% bylo pozitivních, snažících se poukázat na zlepšující se situaci na Filipínách. Dalším zkoumaným prvkem bylo, zda se v titulku objevuje informace o počtu obětí. Tento jev se však prokázal pouze v 36,6 % případů.

Při analýze neutrality obsahu článku 66,6% článků popisovalo rozsah škod, potřeby místních či vyjadřovalo potřebu humanitární pomoci. Příběh alespoň jednoho místního obyvatele, který byl svědkem události, obsahuje 25,6% článků. Jednou z kategorií byla zmínka o konkrétní pomoci ČR pro Filipíny. Zde byly zařazeny kromě podpory státu také české humanitární organizace, podmínkou však byla zmínka o konkrétním postupu pomoci. Tedy pouhé číslo účtu s názvem organizace nebylo započítáno. 16,6% článků se o konkrétním postupu pomoci ČR zmiňovalo.

Z celkového počtu 30 článků 53,3% informovalo o zapojení NNO. Avšak informaci o tom, jak může široká veřejnosti přispět na pomoc Filipínám, obsahovalo pouze 33,3% článků. O tom, jaké jednotlivé kroky NNO provádějí, informovalo 23,3% článků. Informace o distribuci jídla či pití zazně-

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43 DUŠKOVÁ, L., ŠAFAŘÍKOVÁ, S., 2015
44 KOŽUŠNÍKOVÁ, L., 2015

la v 53,3% případů. O českých NNO se v textu zmiňovalo pouze 33,3% článků. Stejné procentuální zastoupení, tedy 33,3% měla také informace, která spolu s názvem NNO uvádí také číslo účtu.

Důležitým aspektem, ke kterému jse během analýzy rozboru článků došlo, je, že většina článků (tedy 60%) bylo napsáno stylem: od nejaktuálnějších informací po méně důležité či obecné informace. V teorií žurnalistiky se tomuto stylu říká obrácená pyramida.

Analýza přítomnosti přímé řeči v rámci článků ukázala následující: 86,6% článků obsahovalo přímou řeč, z toho 30% obsahovalo přímou řeč formou rozhovoru s místním obyvatelem či svědkem události. Avšak pouhých 16,6% článků obsahovalo rozhovor ve formě přímé řeči s českým humanitárním pracovníkem.

Všechny analyzované články obsahují úvod – 100%. Rozděleno na úvod, hlavní část a závěr (struktura článků) bylo 76,6% článků. Dále jsme se zaměřily na fakt, zda se již v rámci úvodu objevuje informace o počtu obětí tajfunu. Toto se potvrdilo přesně u poloviny článků (50%).

Největší zastoupení mezi žánry má zpráva s prvky reportáže, která se objevila v 36,6% případů. Reportáž byla zastoupena 26,6% a zpravodajský článek 30%. V závěru článku byly vyčísleny škody ve 13,3% případů, tedy ve 4 článcích z 30.

3.3 Interpretace výsledků

Dříve než je možné potvrdit či vyvrátit hlavní výzkumnou otázku (HVO) je potřeba zodpovědět specifické výzkumné otázky. První specifická výzkumná otázka předpokládala, že redakce ve svých článcích dokázali objektivním a vyčerpávajícím způsobem popsat původ humanitární krize. Po provedení analýzy lze tuto výzkumnou otázku vyvrátit. U jednotlivých článků bylo analyzováno, zda obsahují obecné informace o průběhu tajfunu (např. kdy začal; zda Filipíny dostaly varování; kde udeřil jako první; kde pokračoval po úderu na Filipíny). Takovéto informace obsahovalo pouze 33,3% článků. Z tohoto důvodu můžeme konstatovat, že redakce ve svých článcích nedokázali objektivním a vyčerpávajícím způsobem popsat původ humanitární krize. Vedle zkoumání výskytu objektivních informací o původu tajfunu bylo také zkoumáno, zda články obsahují informaci o rychlosti větru. Tuto informaci obsahovalo stejné množství článků, tedy 33,3%. Proto můžeme říci, že články, které informovali o rychlosti větru, informovali také o obecných faktech tajfunu, jako jeho směr, či původ. Příběh alespoň jednoho místního obyvatele, který byl svědkem události, obsahuje 25,6% článků. Poslední kategorií byla zmínka o konkrétní pomoci ČR pro Filipíny. Zde byly zařazeny kromě podpory státu také české humanitární organizace, podmínkou však byla zmínka o konkrétním postupu pomoci, tedy pouhé číslo účtu s názvem organizace nebylo započítáno. 16,6% článků se o konkrétním postupu pomoci ČR zmiňovalo.

Druhá specifická výzkumná otázka předpokládala, že redakce ve svých článcích dokázali objektivním a vyčerpávajícím způsobem popsat důvody zapojení české veřejnosti do humanitární pomoci a obnovení krajiny. Tuto specifickou výzkumnou otázku můžeme potvrdit, jelikož více než 2/3 článků (konkrétně se jedná o 66,6% článků) obsahovalo informace o rozsahu škod, potřebách místních lidí a humanitární pomoci. Tyto informace obsažené v článcích se dají považovat za důvod zapojení české veřejnosti do humanitární pomoci.

Třetí specifická výzkumná otázka předpokládala, že redakce ve svých článcích dokázali objek-

tivním a vyčerpávajícím způsobem popsat způsob zapojení české veřejnosti do humanitární pomoci a obnovení krajiny. Po provedení analýzy tuto specifickou výzkumnou otázku můžeme vyvrátit. Jako způsob zapojení české veřejnosti do humanitární pomoci bylo považováno uvedení čísla účtu spolu s názvem neziskové organizace. Čísla účtu byla však uvedena pouze v 33,3% případů.

Čtvrtá specifická výzkumná otázka předpokládala, že redakce ve svých článcích použily pro ilustraci humanitární krize fotografie z místa katastrofy. Tuto specifickou výzkumnou otázku můžeme po provedení analýzy potvrdit, jelikož 100% článků obsahovalo alespoň jednu fotografii. Z analyzovaných fotografií má 90% popisek a na 20% fotografií se objevuje tělo oběti. Při pohledu na fotografii jse dále hodnotilo, zda vyvolává jakýsi pocit utrpení místních lidí a s tím také pocit soucitu a lítosti. 53,3% z analyzovaných fotografií tento pocit vyvolávalo. Jedním z důvodů: proč, je zachycení místních lidí, postižených tajfunem – na fotografii. Zde mluvíme o 63,3% fotek, které obsahují místní obyvatele po tajfunu.

Pátá specifická výzkumná otázka předpokládala, že redakce ve svých článcích obsáhly statistické údaje o obětech tajfunu. Tuto specifickou výzkumnou otázku můžeme rovněž potvrdit, jelikož jsme dospěly k následujícím výsledkům. 86,6% obsahovalo informaci o počtu obětí minimálně jednou. Konkrétně se jednalo o 26 článků z analyzovaných 30.

Šestá výzkumná otázka předpokládala, že redakce ve svých článcích využili převážně reportážní styl (komentování z místa činu, rozhovor s obětí katastrofy či humanitárním pracovníkem). Tuto výzkumnou otázku můžeme potvrdit. Největší zastoupení měla zpráva s prvky reportáže, která byla zastoupena 36,6%. Článků, které byly vyhodnoceny jako reportáž, bylo 26,6%. Pokud tyto dvě kategorie spojíme, dojdeme k závěru, že reportáž se v článcích vyskytovala v 63% případů, což jsou více než 2/3.

Sedmá specifická výzkumná otázka předpokládala, že redakce ve svých článcích zmínili konkrétní nevládní organizaci v ČR a způsob pomoci obětem katastrofy. Poslední specifická výzkumná otázka byla po provedení analýzy vyvrácena, protože informaci o českých nevládních organizacích v sobě mělo pouze 33,3% článků. O konkrétním způsobu pomoci obětem katastrofy se však zmiňovalo ještě menší procento článků, konkrétně se jedná o 23,3% článků. O tom, jak může široká veřejnosti přispět na pomoc Filipínám, informovalo rovněž pouze 33,3% článků.

Na základě těchto specifických výzkumných otázek můžeme potvrdit také hlavní výzkumnou otázku, tedy fakt, že mediální zpracování humanitární krize přímo působí na chování českého čtenáře. Česká média tedy přímo ovlivňují konání občanů svými novinářskými projevy (v prosinci roku 2013), a to i navzdory tomu, že není vyčerpávajícím způsobem popsán vznik přírodní katastrofy a konkrétní forma pomoci ze strany České republiky na Filipínách. Lidé na mediální obsahy o tomto supertajfunu reagovali emotivně, soucitně a angažovaně (vzhledem k tomu, že je k tomu navádí reportážní styl článků, použitá slova soucitu v obsahu, ilustrativní fotografie obětí a místa činu, stejně tak jako údaje o počtu obětí). Celkově se v České republice prostřednictvím 7 českých mimovládních organizací vysbíralo přibližně 16 miliónů korun na obnovu krajiny.

3.4 Doporučení pro praxi

Jedna z možností, jak eliminovat nepřiměřené reakce čtenářské obce na mediální obsahy (týka-

jící se nejen zobrazování humanitární krize), je mediální gramotnost. Mediální gramotnost[45] je schopnost lidí: média analyzovat, hodnotit a vytvářet. Mediálně gramotní lidé jsou schopni lépe porozumět zprávám, které dostáváme z televize, rádia, internetu, novin. Mediální gramotnost by měla být zahrnuta do vzdělávacích standardů každého státu – do jazykových umění, zdravotnictví, vědy a dalších předmětů. Mediální gramotnost je efektivní způsob, jak aplikovat kritické myšlení na široké spektrum otázek. Propojení globálního vzdělávání s mediální výchovou může být zajímavým obohacením pro více cílových skupin (jak pro novináře, tak i rozvojové pracovníky a dobrovolníky).

V následující části se budeme věnovat doporučení pro praxi, spočívající v uvedení několika etických kodexů o zobrazování rozvojových zemí a jejich problémů v médiích. Primární a nejdůležitější povinností etické žurnalistiky je sloužit veřejnosti. Žurnalista by proto měl jednat nezávisle a ověřovat si informace před jejich uveřejněním. Jako příklad nám může posloužit snaha vyhnout se upřednostňování inzerentů; donorů nebo jiným zvláštním zájmům, a odolat vnitřním i vnějšímu tlaku k ovlivnění mediálního zobrazení.[46]

Zobrazování problémů rozvojových zemí je důležité, a to zejména proto, že se jedná o první krok k jejich vyřešení. Zobrazování chudoby pomocí fotografií se může zdát jako nevhodné až obtěžující, avšak poskytování grafických detailů napomáhá mobilizaci lidí a tím k řešení problému. Dobrý rozvojový reportér tak bude hledat úspěšné příběhy jako příklad pro řešení problémů ostatním regionům.[47] Konkrétní obrazy a s nimi související zprávy by měly být zhotoveny na základě respektu, rovnosti, solidarity a spravedlnosti. Několik zahraničních novinářských organizací, například Poynter institute nebo Ethical Journalism Network (EJN), se zabývá výhradně problematikou etiky ve foto-žurnalistice (nejen manipulací[48] veřejného mínění prostřednictvím fotografií, ale také pravidly[49] etického fotografování).

Dle Watese je prezentování událostí dle pravdy a vyhýbání se při tom stereotypům jednou z velkých výzev pro novináře, zabývající se rozvojovou problematikou. Ačkoliv je zobecňování a zjednodušování nedílnou součástí médií, v případě stereotypizace však dochází ke zkreslování charakteristik určitých regionů, národností či skupin. Zodpovědný novinář by si tak měl být vědom toho, jak převládající zprávy o katastrofách, konfliktech a chudobě deformují zobrazení rozvojových regionů v očích publika. Hledání a poskytování méně prediktivních úhlů pohledu je na jednu stranu složitější, než prezentování stereotypů, avšak je tento postup přínosnější.[50]

Jednoho z prvních ucelených průvodců[51] k tématu etického zobrazování situací z rozvojových zemí (zejména o výběru a použití obrazového materiálu z rozvojových zemí v evropských podmínkách) zpracovala irská platforma nevládních rozvojových organizací Dóchas. O několik let později byl opět v dílně Dóchas vytvořen ilustrovaný průvodce[52], jehož úkolem bylo jednotlivé body kodexu analyzovat, specifikovat a uvést názorné příklady pro lepší implementaci. V českém

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45 Media literacy project, 2014

46 Society of Professional Journalists, 2016
47 WATES, O., 2010
48 Media helping media, Guidelines for journalists working with images, 2016
49 Photography Code of Ethics, 2008
50 WATES, O., 2010
51 CONCORD, 2006
52 DÓCHAS, 2014

i ve slovenském kontextu existuje soubor pravidel (díky iniciativě slovenské Platformy MVRO a české FoRS), které je třeba respektovat při informování o zažité zkušenosti či situaci z rozvojové země v masově-komunikačních prostředcích; hned prvním pravidlem Kodexu používání obrazů a podávání zpráv[53] je: "Vybírat textový i obrazový materiál, založený na úctě, důstojnosti a dodržování lidských práv". Využívat jej mohou jak novináři, tak i pracovníci rozvojových a humanitárních neziskových organizací.

Závěr

Cílem příspěvku bylo objasnit způsob, jak česká média zobrazila humanitární krizi na Filipínách v roce 2103. Součástí příspěvku byla také obsahová analýza mediálních produktů v českém jazyce za období jednoho měsíce od úderu tajfunu.

Po jejím provedení lze konstatovat, že česká média ve svých online článcích neobsáhla objektivně příčinu katastrofy. To dokládá fakt, že článků s objektivními informacemi o průběhu tajfunu bylo méně než polovina. Naproti tomu většina článků v sobě měla informace o následcích katastrofy a to zejména informaci o počtu obětí. Sto-procentní bylo zastoupení fotografií, zejména fotografií obětí katastrofy. I tento fakt dokládá volbu redakcí – zapůsobit čísly a fotografiemi na chování českého čtenáře.

Závěrem je možné říci, že nehledě na neobjektivní zobrazení neštěstí, média mají výrazný vliv na chování českého diváka – vzbuzují v něm (pomocí fotografií či čísel o obětech) pocit soucitu a potřeby pomoci. Jedna z možností, jak čtenářskou obec připravit na mediální obsahy (týkající se nejen zobrazování humanitární krize), je mediální gramotnost. Její propojení s globálním vzděláváním může být zajímavým obohacením čtenářů, ale také budoucích novinářů, rozvojových pracovníků a dobrovolníků.

Aby byly v budoucnu uveřejňované více etické fotografie k článkům o humanitárních krizích v českých médiích – je uveden jako doporučení pro praxi (pro média i nevládní organizace – PR oddělení, ale také pro rozvojové pracovníky a dobrovolníky) etický kodex a způsob zhotovování a používání fotografií v rozvojovém kontextu.

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Rights-Based Programs for Vulnerable Groups in Odisha, India

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Abstrakt

This working paper is part of a larger project on how rights-based approaches to development are practiced in Odisha state, India. The paper, a qualitative study, examines two entitlement programs, namely the Mamata Yojana for poor pregnant women, and the Bhirnabhoi Bhinnakshmata Samarthya Abhijan for poor disabled individuals. It discusses the Right to Public Services Act from a rights-based approach to development. The study draws primarily from interviews and participant observation in the field (2012-2014), and combines it with an examination of secondary sources such as government reports, online websites and a review of discourses on rights-based approaches to development.

Klíčová slova: Food Security, Entitlements, Rights, State, Odisha

Introduction

The government of Odisha (GOO) has introduced a few innovative schemes that have expanded the scope of vulnerable groups to access food related entitlements in terms of conditional cash transfers. These are the MAMATA scheme for poor women listed in the beneficiary list, the Mother and Child Protection Card, the Madhubabu pension scheme for the older people, Pustikar Diwas, Mo Kudia scheme for the homeless, the BBSA for the disabled and the Right to Public Services Act 2012, amongst others. Such innovative schemes, to facilitate food entitlements, reflects strong political commitment of the State. This section discusses the schemes that the women and child development (WCD) department is directly responsible for – mainly the MAMATA and the BBSA schemes, as well as others it collaborates with, through an examination of its operations at the village level. This is followed by a discussion of the life-cycle approach and the one-family approach which the State government has adopted. The chapter ends with an examination of the broad political will and commitment of the State through the perceptions and experiences of duty-bearers at the middle levels, especially the Block level.

The MAMATA Yojana

The MAMATA *Yojana* (or Scheme) was introduced in 2011 by the Odisha government to address the nutritional need of poor pregnant and lactating mothers, and the health of their unborn babies. The scheme addresses maternal and infant under-nutrition by providing conditional cash transfers under a maternity benefit scheme to enable them to seek improved diet and promote health seeking behaviour. As explained by WCD Secretary[54], "by ensuring that there is a direct cash transfer to the bank accounts of pregnant women, the WCD department ensures

54 Personal Interview (January 2013)

that there are no middlemen between the beneficiary and the State entitlement". Stressing on the significance of conditional cash transfers under the Mamata Yojana, the Secretary argues that timeliness of the cash transfer makes it reliable, and direct cash transfers make official cash transactions transparent. Ahuja further contends that transparency is one of the main indicators of a rights-based approach to development. Although there are challenges to the scheme, such as struggles to train illiterate women to learn simple banking procedures, and to maintain a consistent signature, according to the Secretary, the introduction of the MAMATA scheme indicates a political will to address nutritious food and intra-uterine health care of poor women.

The policy of conditional cash transfers to women's accounts has had mixed responses from women as well as civil society actors. One of the main criticisms has been that rural illiterate women shy away from using bank services because many haven't learnt to sign their name, and are unable to read the forms. Group discussions with women in Macchkund revealed that they are sometimes unable to withdraw the entitlement amount because their signatures do not match. Another challenge in remote hamlets of Koraput, states Mohanti, is that women have to walk 5-10kms, or hitch-hike with truckers, in order to access banks in the town, due to lack of adequate transport. Such problems are compounded when women are pregnant. Usually they combine a trip to the bank with other town related activities such as selling vegetables or *mandiya*. However, all anganwadi workers (AWW) interviewed in the study agreed that in the case of pregnant poor women, cash transfers have been a positive step towards providing them with a basic financial support. Field interviews in numerous AWCs revealed that the Mamata *Yojana* is the most popular entitlement scheme, and poor women benefit from this in spite of challenges of illiteracy, unfamilar banking procedures, and distances to the nearest bank. During field observations in anganwadi centres (AWC) in Koraput town and Balianta block, many women came into the Center to enquire about their eligibility for the Mamata *Yojana*. In most cases, the AWW was able to explain the requirements clearly, and guided the women in filling up the requisite application forms. Sometimes, the women would take the forms home to share the contents with their literate family members, and later bring it back to the AWW. According to beneficiaries, participating in group discussions, this process of learning and accessing entitlements under the MAMATA scheme is itself an empowering process, and is rights-based. Group discussions reveals that the scheme is very popular amongst poor women, and Sundari[55] said that "the ICDS, the Mamata scheme, and the different pension schemes are conceived to ensure access to social security entitlements of the vulnerable first and foremost".

The *Bhimabhoi Bhinnakshyama Samarthya Abhijan*

The Odisha State Government, in 2011, started an innovative scheme called *Samarthya Sibir* (Enabling Camps) under the BBSA wherein it identifies beneficiaries, provides them with certificates and assistive devices according to the need of the individual in an annually held camp in each block of the State. The campaign has three broad activities, namely, the provision of certificates and assistive devices to all Persons with Disability through organization of *Samarthya Sibirs,* i.e. single window camps, the supply of uniforms to Special School Children, and scholarships for the

55 Key respondent (2012-2014)

children of Persons with Disabilities pursuing higher education, and opening/ strengthening of voluntary training centres.

The BBSA translates as 'Differing Abilities Enabling Campaign', which describes disability as possession of "different abilities", and not as a 'disability' in an individual. The term itself reflects the use of affirmative language on the part of the State. At the national level, the BBSA is an entitlement scheme under the 'Persons with Disabilities (Equal opportunities, Protection of Rights and Full participation) Act, 1995' which provides different kinds of rights to persons with disabilities. Although, the 1995 Act has been around for twenty years, conversations with key informants at the Sibir revealed that rural communities have recently become aware of the entitlements under this Act because of the 'campaign approach' of the GOO. What is particularly innovative about this scheme is that it provides an avenue for linking up different government departments including the Health department, WCD, Panchayati Raj (PR), and School and Mass Education (SME) to coordinate the scheme for effective implementation. According to the Child Development Project Officer (CDPO)[56], the WCD is directly involved in this Campaign through its local AWCs as the AWWs enlist and bring the potential beneficiaries of the BBSA scheme from their local communities, and the presence of the CDPO at the annual *Sibir* is mandatory.

The *Samarthya Sibir* is a one-day annual camp where hundreds of potential beneficiaries queue up for various health tests, and to be physically examined by medical doctors in order to be eligible for entitlements under the BBSA scheme. A field visit (dated 29/12/2014) to the Banapur block *Samarthya Sibir* revealed its widespread impact amongst the villagers as it was well-attended by rights-holders, duty-bearers, and community members. Open-ended interviews with a GOO official (INF 107), Ward member (INF 212), and CDPO (INF 125) at the campaign site reveals that the *Sibir* was well attended by all grassroots duty-bearers including AWWs, AWHs, and ASHA workers. These grassroots workers had brought together the names of possible BBSA beneficiaries, and raised awareness of the scheme. The participation of middle level officials of the SME department, the Rural Water and Sanitation Scheme (RWSS) department, the WCD reflected inter- departmental coordination as well as political will and commitment of duty-bearers. There were stalls with picture-charts and hand-out leaflets for information dissemination on various entitlement programs. The images in the picture-charts were used for sharing knowledge with those who were illiterate, and it also had an immediate impact on people. The local Member of Legislative Assembly (MLA) inaugurated the *Sibir* which reflected upon the significance as well as political interest in this local event. Reflecting upon political will of the State to cater to the well-being of vulnerable groups, the MLA (INF 105) stated that "this *Sibir* is of equal importance to the annual Banapur Cultural Revival festival which I have initiated in the last two years". The Secretary of WCD (INF 133) also asserted the commitment of the GOO, stating that "we have taken specific initiatives to address existing systemic inequalities such as disabilities in people, and through conscious policy decision making we aim to engage them in mainstream social activities".

Schemes such as the BBSA constitute a rights'-based approach to capability building of the differently-abled individual, and is in line with Sen's argument that the different capabilities of

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56 Personal Interview (2012-2014)

different groups of individuals must be brought to the same level before they can compete for similar entitlements (Sen 2009). Nussbaum (2003: 37) argues that "securing rights to people requires more than an absence of negative state action", and it requires the State to ensure people's empowerment through policies and administrative measures. Government policies such as the BBSA are affirmative actions to enable and engage a vulnerable group of society with the wider community. However, as the Director[57] of State Institute for Rural Development (SIRD) points out, the task of the State is challenging because of a lack of infrastructural facilities for the differently-abled, especially for access to public spaces such as market places or even to be able to board local buses. Footpaths, transport vehicles, as well as public buildings including State offices, currently, are not wheelchair friendly. It is interesting to note the gap between intention and implementation of the government. For example, on the one hand, while the State is distributing free bus passes, on the other hand, the bus itself is not wheelchair friendly. Interviews with the community members at the *Sibir*, however, revealed that people with disabilities other than those on wheelchairs have been using the free bus pass. The BBSA thus facilitates empowerment processes wherein an individual gains access to increased life options and choices, and therefore gains control over her life. According to an anganwadi helper (AWH)[58], although gaps remain between policy and practice impacting upon political will and commitment, these can be bridged by adequate budget allocations and a more comprehensive outlook.

The Right to Public Services Act of 2012

In 2012, the Government of Odisha introduced the Odisha Right to Public Services Act (ORTPS)[59] which includes 324 services from 23 government departments. Under the Act, citizens can demand services as an entitlement, and initiate penal actions against officials failing to provide them within stipulated time frames. Odisha is the third Indian State, following Madhya Pradesh and Bihar to enact the RtPS Act, and it represents an acknowledgment by the State government that it has a responsibility and a duty of obligation to the rights-holder. Striking billboards in public places such as stations, market places, and highways, across the State, are one of the methods adopted by the State to widely disseminate the information on the Act to the ordinary citizen. On the billboards, the 12 government departments are listed, photograph of the Chief Minister and some of his ministers are prominent, which reflects a need felt by the government to announce to the public that it recognised this duty, and fully intended to implement it. This has created awareness of people's rights and has given courage to ordinary citizens to demand basic services from the departments enlisted in the Act, if denied by the State.

This Act reflects a rights' based approach to political will and commitment, which can be seen from a number of key examples. Firstly, the Act uses a rights based language. For instance, it states "the law enables the citizens to demand public services as a right... and to provide citizens with a platform for getting their grievances redressed in a time bound manner"[60]. The

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57 Personal interview (2012-2014)
58 Personal Interview (2012-2014)
59 http://ortpsa.in/ORTPSA-CIRCULAR.pdf
60 http://www.ortpsa.in/index.php)

use of the term 'right' reflects upon a change in attitude towards State services to its citizens. It recognises that there are injustices or "grievances" which ordinary citizens have not been able to "redress" through State mechanisms, and the therefore there was a need to "provide citizens with a platform" to enable them to seek "time bound" justice. This step is taken in response to one of the most critiqued aspects of real political commitment which has been the absence of mechanisms whereby people can make complaints about duty-bearers through government structures.

Secondly, the Act transfers State duties under the realm of an "administrative guarantee" in the Citizens Charter, into the realm of a legal right that is "justiciable under the provisions of ORPTS Act". By doing so, the GOO gives an indication that it recognises the difference between a "just intention", as prescribed by administrative guarantees, and "just action" which refers to providing for legal remedies if rights are infringed upon or denied.

Thirdly, during the period of the study, ten government departments were directly liable under this Act to provide services on demand, including the National Family Benefit Schemes (NFBS) under the Department of WCD. The listing of departments on the billboards was later followed by meetings of all 23 department Secretaries. According to key officials interviewed such as the Panchayat Raj Secretary[61], this Act has been "path breaking in many ways" because it gives it brings transparency of public services into public discourse. The SIRD director viewed the Act as "a clear message to ordinary people that the government was keen to have accountability and transparency on its rights' agenda". The Block Development Officer (BDO) of Banapur[62] said that, "the ORTPS Act is a milestone and a first step for facilitating a rights based approach to people's demands for their entitlements. We have many complaints registered here, especially by one Advocate, in connection with the MGNREGA employment creation issues in the tribal parts of Banapur Block. This would not be so common if this Act were not in place". Interview with the Advocate[63] reflects upon his persistence "to keep the administration accountable to its actions and inactions" by filing petitions and making demands for poor people's access to entitlements, especially of the forest dwellers in the Niladri panchayat.

The BDO of Balianta[64], however, cautions people against the widespread use of this Act for two reasons. One is that he feels it is sometimes very difficult to know the authenticity of a complaint, and secondly he finds it very time-consuming and has to prioritise his time to act accordingly. The BDO (INF 121) said that, in reality, the continuous demands by people to check on inactive State services means that much of his administrative hours are spent in "replying and checking the authenticity of the complaint or demand for information rather on daily administrative work which is my primary responsibility". He further adds that "the Act is being used without much thought for anything and everything". Interviews with key officials revealed that in spite of reluctance on part of officials interviewed, the State administration does spend time on complaints registered under the Act, and this reflects upon its political commitment to make entitlements accessible to people.

61 Personal Interview (2012-2014)
62 Personal Interview (2012-2014)
63 Personal Interview (2012-2014)
64 Personal Interview (2012-2014)

An Overview of new schemes

Higher level officials of the GOO are happy with the direction development related policies are taking. For example, reflecting upon political will and commitment, some officials referred to the PEEP (2013) Survey which ranks the Indian States (as leaders, learners and laggards) on their overall performance of delivery of entitlements (food and livelihood) services. According to the PEEP survey, Odisha, along with Maharashtra and Rajasthan, is grouped under 'learner' States which means that its overall performance is a positive step forward in the direction of delivery of entitlements to rights-holders. The PR Secretary[65], for instance, said that the finding that Odisha is a "learner State" is evident that the State's political will and commitment is pushing for a rights-based agenda for development activities.

According to Panchayati Raj official, Mohanty, "the basic duty of the government is to give social security to all", and to ensure that no right-holder is left-out, policy makers are using concepts of a "life cycle approach" and a "one-family approach" to tackle livelihood and food security needs of poor people. This means that policy packages have been developed with reference to the different life stages of a poor woman's life, for instance. According to the WCD Secretary[66] said that "we focus on a life cycle approach taking into account the nutrition needs of the foetus, the pregnant mother, adolescent girl child, and then the older aged woman through different policies". Elements of a life cycle approach include services provided under the institutional care of the AWCs, through the JSY and ANM care provided at birth, the conditional cash transfers under the MAMATA scheme, Take Home Rations for pregnant mothers, the referral health services and the focus on the adolescent girl on a specific day of the week, free health care for children between 2- 6 years of age in the Centre, pre-school educational support at the AWC, as well as special services to disabled individuals. During health check-ups, home visits and growth monitoring, sick or malnourished children, at risk pregnant women and neonates in need of prompt medical attention are provided referral services through ICDS. The AWWs are also oriented to detect disabilities in young children and all such cases are referred to the Medical Officers. The Kishori Shakti Yojana, an ICDS scheme, aims to empower adolescent girls by creating opportunities for realizing their full potential through Balika Mandals. The scheme primarily aims at breaking the intergenerational life cycle of nutritional & gender disadvantage and providing a supportive environment for self-development. The SABLA scheme aims at covering all out-of-school Adolescent Girls in the age group of 11 to 18 years who would assemble at the Anganwadi Centre on a fixed day at regular interval. The others, i.e., school-going girls, meet at the AWC at least twice a month, and more frequently (once a week) during vacations/holidays. Here they receive life skills education, nutrition and health education, awareness about socio-legal issues, etc. The referral services refer to the provision of prompt medical attention needed for some rights-holders during health check-ups, home visits and growth monitoring, sick or malnourished children, at risk pregnant women and neonates. All the above-mentioned services are provided for in the AWC, and food charts, menus and health information charts were visible on the walls during field visits to the AWCs. Pictorial representation is an important strategy to attract the

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65 Personal Interview (2012-2014)
66 Personal Interview (2012-2014)

attention of villagers as illiteracy is high. Pictures also attract the attention of the children attending AWC educational activities.

Other schemes that are brought within the ambit of capability-building of vulnerable groups is the Madhubabu *Yojana* (MBY), and the National Old Age Pension (NOAP). Under these pension schemes, the aged above 80 years of age receive Rs.500 per month, and those between 60 years and 80 years receive Rs.300. In both categories, the beneficiaries also receive the food entitlements under the Targeted Public Distribution System. The two Extension Officers[67] interviewed in the Banapur block office said that there were 381 pension beneficiaries, till date (2013), in the 80+ category, and according to Extension Officer Shukla, "the GOO is stepping in through MBY to support the poor who have slipped through the gaps in the NOAP policies". These policy initiatives focus on building capacities of people living under the BPL to enable them to realise their individual capabilities, which is important evidence of a rights-based approach. Through the provision of pensions, older people are enabled to make themselves food secure. Introduction of livelihood programs like the TRIPTI, in 2009, aims at strengthening economic organisations of the rural poor, and financial capability-building of women by linking them with markets and sustainable financial services. According to the DSWO Mission Shakti Officer[68], through its programs on livelihood generation such as the Targeted Rural Initiatives for Poverty Termination and Infrastructure (TRIPTI) scheme, "the State is trying to engage women in livelihood options". In Balianta village, the newly appointed TRIPTI Coordinator[69] was a recent college graduate from a BPL family and was pleased to have found this job locally, as "most college graduates do not find work locally, and it is not safe to commute to nearby towns or cities for jobs -therefore we end up as housewives and very frustrated with life". The Bhirnabhoi Bhinnakshmata Samasthya Andolan (BBSA) targets at making special provisions acknowledging the differential abilities of individuals to enable and widen their livelihood options. The Mamata scheme for poor pregnant women acknowledges the intra-uterine food impact on the foetus and the women's need to rest during pregnancy, allowing her to stop hard labour work and still be food-secure. The ORTPS Act gives voice to people's needs by granting them a legal entitlement to claim their rights. For example, complaints under the National Family Benefit Scheme can be filed under the Right to Public Services Act if the beneficiary hasn't received the entitlements due to him/her. In addition, financial assistance under the NFB Scheme is granted to the primary breadwinner of the family living under BPL, aged between 18 and 59 years. On the demise of a claimant, a family member is entitled to the one-time assistance of Rs. 20,000 for the family. Describing the life-cycle approach to building women's capabilities as "inclusive and rights-based", Sahoo babu[70] directs attention to the interlinkages between departmental programs of the GOO through other concepts such as the "One Family approach" which aims to make available livelihood opportunities to at least one earning member in each poor family. The One Family approach "combs through different existing schemes" within its ambit.

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67 Personal Interview (2012-2014)

68 Personal Interview (2012-2014)
69 Personal Interview (2012-2014)
70 Personal Interview (2012-2014)

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Conclusion

Focusing on the importance of preparing lists of capabilities of right-holders, Nussbaum (2003) and Sen (2004) have argued that where needed, an institution must reform or expand its activities, to "satisfy threshold conditions" and build capabilities of individuals to enable their freedoms to live life as they deem fit. An analysis of the above-mentioned programs and policies shows that, by making entitlement provisions for vulnerable groups in addition to putting accountability provisions in place, the GOO is moving towards a rights-based approach to development. Emphasising upon its rights-based approach to development, the WCD Secretary, "we do not face negative pressures in our daily administrative work environment" because of the "positive political administrative climate" that makes a rights-based approach possible.

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Výchova ku globálnemu občianstvu v súčasnom systéme rastúcich národných hodnôt

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Abstrakt

Globálne občianstvo predstavuje v súčasnosti stále významnejší a rýchlo sa rozmáhajúci fenomén, vystupujúci predovšetkým v rámci systému globálneho vzdelávania ako jeden z jeho najvýznamnejších pilierov. Celý tento systém sa rozmáha predovšetkým v súvislosti s prehlbujúcou sa globalizáciou sveta a zintenzívňujúcimi sa globálnymi problémami, ktoré si vyžadujú globálne poznanie a riešenie na globálnej úrovni. Hoci popularita a význam tohto nového prístupu začali v posledných rokoch rásť a naberať na význame a dôraz je stále vo väčšej miere kladený na výchovu globálnych občanov, stále viac sa vynárajú aj protichodné pocity a nálady plynúce zo strachu a globálnej hrozby terorizmu, ktoré v mnohých povzbudzujú opätovne silnejšie národné cítenie a potrebu chrániť predovšetkým to „svoje". Cieľom tohto príspevku preto bude analýza samotného fenoménu globálneho občianstva, ako aj jeho významu v súčasnej svetovej spoločnosti a preskúmanie jeho možného negatívneho vplyvu či ohrozenia národných hodnôt a identity či náležitosti ku konkrétnemu národnému celku.

Kľúčové slová: globálne občianstvo, národná identita, globálne vzdelávanie, národné občianstvo

Úvod

Nie je to tak dávno, keď ľudia narábali len s jedným pojmom označujúcim občianstvo, a tým bolo občianstvo národné. Tento pojem bol vo všeobecnosti charakterizovaný ako relatívne trvalý právny zväzok medzi fyzickou osobou a štátom, ktorého dôsledkom je komplex vzájomných práv a povinností občana a štátu určených a zabezpečených štátom, ktorý občanovi umožňuje aktívne sa zúčastňovať na politickom, štátnom, ekonomickom a kultúrnom živote štátu a spoločnosti (Ministerstvo vnútra SR, 2016), ktorých príslušnosť má. A teda štátne občianstvo chápeme ako právny a politický status jednotlivca voči konkrétnemu štátnemu útvaru. Tvorba pojmu občianstvo bola veľmi zdĺhavá a formovanie jeho obsahu trvalo niekoľko storočí a bolo nevyhnutne spojené s tvorbou národných štátov, právom národov na sebaurčenie a snahou identifikovať sa spolu s určitou skupinou ľudí so súbežnou snahou odlíšiť sa od tých ostatných. Ako však dejiny ukázali, toto vytváranie uzavretých spoločenských celkov, ako aj oddeľovanie a vymedzovanie skupín ľudí, ktorých spájala národná príslušnosť a náležitosť k určitému štátu, viedli k tvorbe extrémneho nacionalizmu, a to v závere prinieslo dve najničujúcejšie vojny aké doposiaľ svet zažil. Preto sa po druhej svetovej vojne v regióne, ktorý bol pôvodcom týchto katastrof, v snahe predísť ďalším, rozpútali procesy opätovného spájania štátov a snaha o potláčanie národných nacionalizmov tým, že sa vytváral celok väčší, nehľadiaci na národné rozdiely, s primárnou snahou zjednotiť veľké množstvo ľudí a dať im pocit náležitosti k niečomu, čo zďaleka prekračovalo hranice ich národných štátov. Koncom 20. storočia sa tak vytvoril priestor pre vznik novej formy

občianstva – občianstva supranacionálneho, ktoré bolo prvýkrát oficiálne zakotvené v Zmluve o založení Európskej Únie. Európske občianstvo tak v súčasnosti spája viac ako 500 miliónov ľudí, ktorých združuje pod spoločnými znakmi (Statista, 2016). Ide však stále o právny status, ktorý viaže človeka k určitému regionálnemu zoskupeniu a na základe národnej príslušnosti mu následne poskytuje určité nadrámcové práva ako výhody náležitosti k tomuto celku.

Pojem občianstvo však neostal pri týchto dimenziách a začal siahať aj na globálnu úroveň. Samotné občianstvo totiž predstavuje fenomén, ktorý má veľkú jednotiacu silu a dokáže hlboko ľudí spájať s určitým sociálnym celkom. Preto v súvislosti s prehlbujúcou sa globalizáciou a rastúcimi globálnymi problémami sa začalo rozvíjať tzv. globálne vzdelávanie, ktoré so sebou prináša nový pojem – globálne občianstvo – ako jeden z hlavných pilierov tohto systému vo vzdelávaní, ktorý pojem občianstvo rozširuje na celý svet.

Náhľad na fenomén globálneho občianstva v súčasnej ére

Samotný koncept ´globálny´ dnes nadobúda stále viac na význame, pričom globálnu dimenziu môžeme podľa McGough a Hunt (2012) chápať ako niečo, čo prepája lokálne, národné a globálne tak, že ľudia sú si vedomí toho, aké má ich konanie dopady na ostatných vo svete. Globálne vzdelávanie tak umožňuje ľuďom preniknúť do komplexu globálnych problematík a skúmať prepojenia medzi ich životmi a životmi ľudí, miestami či problémami vo svete cez vzdelanie. Ľudia musia pochopiť, že sú aj súčasťou globálneho celku, ktorý nemá hranice a nevymedzuje sa jednotlivými národmi, a teda, že sú globálnymi občanmi. Dnes preto podľa Bourna (2014) treba, aby ľudia nadobúdali zručnosti pre život a prácu v ktorejkoľvek časti sveta, čo zvýrazňuje nevyhnutnosť globálneho vzdelávania a výchovy globálnych občanov. Globálne vzdelávanie a výchova ku globálnemu občianstvu tak mení obsah vzdelávania na relevantnejší k životu v súčasnom svete ako aj voči globálnym výzvam. Je to celoživotný proces, ktorého cieľom je vybaviť ľudí informáciami, aby pochopili ekonomické, politické, sociálne a environmentálne procesy globálne, s rozvíjaním kritického myslenia a nadobúdaním identity globálneho občana. Viesť ich k tomu, aby prevzali zodpovednosť za svoje konanie a prijali tak základné hodnoty aktívneho globálneho občana (MZV, 2012).

Globálne občianstvo má tak pomôcť, prostredníctvom globálnych občanov, formovať spravodlivejší a udržateľný svet. Podľa UNESCO pomáha hlavne u mladých ľudí zvýšiť pocit zdieľanej zodpovednosti, férovosti, solidarity, empatie, zvedavosti a rešpektu voči rôznorodosti. Ľudia tak vedia dosiahnuť nové prístupy v myslení a byť kriticky aj aktívne zainteresovaní v komplexe globálnych problémov a ich aktívnom riešení, pretože tieto problémy ohrozujú ten obrovský celok, ktorého sú všetci, chtiac nechtiac, súčasťou. Výchova ku globálnemu občianstvu tak vlastne zvýrazňuje hlavné funkcie vzdelávania súvisiace s formovaním občianstva v súvislosti s globalizáciou a povzbudzuje ľudí ku konaniu, partnerstvu, dialógu a kooperácii cez rôzne formy vzdelávania. Aplikuje mnohostranný prístup, koncepty, metodiky a teórie z príbuzných oblastí, vrátane výchovy o ľudských právach, mierového vzdelávania, vzdelávania pre trvalo udržateľný rozvoj a vzdelávania pre medzinárodné porozumenie. Podporuje v ľuďoch pocit zvedavosti ako aj zdieľanej zodpovednosti (UNESCO, 2014). Globálny občan je tak na základe uvedených definícií niekto, kto sa identifikuje ako súčasť svetovej spoločnosti a koho konanie je prínosom pre budovanie jej hodnôt a zvyklostí (Israel, 2013).

V súčasnom vzdelávacom systéme sa stáva globálne občianstvo dôležitým pojmom. Podporuje osobný rešpekt a rešpekt voči druhým. Vedie jednotlivcov, aby premýšľali hlbšie a kriticky o tom, čo je spravodlivé a ako zredukovať zlé vplyvy na našu Zem. Výchova ku globálnemu občianstvu zároveň pomáha ľuďom byť istejšími vo svojich presvedčeniach a zručnejšími v hodnotení morálky a dopadu ich rozhodnutí (Ideas for global citizenship). Byť globálnym občanom znamená akýsi vnútorný pocit a sebaidentifikovanie s určitým systémom morálnych hodnôt. Zvyčajne tak globálne občianstvo chápeme ako myšlienku, že ľudstvo tvorí jednu veľkú komunitu, ktorá by mala byť založená na porozumení, solidarite, spolupráci a vzájomnej pomoci a ľudia ako globálni občania by mali byť schopní prijať zdieľanú zodpovednosť za rozvoj a chod tejto globálnej spoločnosti.

Hlbšia predstava o globálnom občianstve ale prechádza za klasický náhľad, že všetci sme občanmi sveta, k pochopeniu, že máme zodpovednosť nielen jeden za druhého alebo za to čo sme vytvorili, ale tiež za to, čo nám bolo dané – za život na Zemi (Špirko, 2011). V tomto smere je globálne občianstvo hlavne „spôsobom myslenia a správania. Je to náhľad na život, viera, že môžeme niečo zmeniť" (Young – Commins, 2002, s.1).

Národné versus globálne

Hoci sa fenomén globálneho občianstva stáva stále rozšírenejším a jeho význam v súčasnej globalizovanej ére je v záujme zaistenia udržateľnosti sveta nepopierateľný, je to pojem veľmi nejednotný, u ktorého existuje množstvo perspektív a náhľadov „v rozsahu od idey, že každý je občanom sveta k stanovisku, že z právneho hľadiska nič také ako globálny občan neexistuje" (Young – Commins, 2002, s. 1). A teda aj napriek súčasnej miere globalizácie tento pojem nie je prijímaný jednoznačne a pozitívne každým, pričom väčšina kritikov spája stále pojem občianstvo len s národnou, maximálne nadnárodnou – no s jasne regionálne vymedzenou úrovňou. Zároveň na tomto základe môže byť dokonca pojem občianstvo vnímaný ako akási hrozba v súvislosti s vytláčaním národných hodnôt a národnej príslušnosti do úzadia v prospech pretláčania globálneho myslenia, globálneho cítenia, globálneho správania. Tento negatívny postoj bol charakteristický skôr pre odporcov globalizácie a globálneho vnímania a zástancov národného delenia sveta. No v poslednej dobe sa prostredníctvom rôznych problémov a nežiaducich situácií či udalostí vo svete dostáva aj medzi bežných ľudí. A tak sa ťažko a pomaly budovaný pojem globálne občianstvo stáva stále častejšie spochybňovaný, obávaný až zatracovaný. Problémom a ohniskom sú mnohé negatívne udalosti, ktoré v súčasnosti intenzívne otriasajú rôznymi časťami sveta.

Príklad môžeme vidieť veľmi zreteľne na Európe, ktorá predstavuje dlhodobo stabilný, tolerantný a otvorený priestor, ktorý však zažíva v poslednej dobe veľké otrasy vo svojich základoch. Ide o kontinent s najväčšou koncentráciou rôznych kultúr, pozostávajúci z množstva rôznych národov, ktoré už desaťročia žijú v miery a spájajú sa pod heslom „jednota v rozmanitosti". Hoci sa Európa chcela v prospech „globálneho dobra" odpútať od svojho nacionalistického prístupu a upierať pozornosť na oveľa väčšie celky a ich prospech, vstúpili jej do cesty dva veľké a silne prepojené problémy, v ktorých sa dnes zmieta a ktoré začínajú opäť posilňovať národné cítenie mnohých ľudí, a najmä Európanov, z dôvodu pocitu potreby chrániť to „svoje".

Prvým problémom je imigrácia. Do Európy v istých množstvách imigranti prichádzali v podstate stále. Extrémna situácia ale nastala v roku 2015, kedy do Európy prišlo viac ako milión migran-

tov, čo odštartovalo najväčšiu migráciu a krízu. To začalo rozdeľovať Európu na protichodné tábory a dochádza k naštrbeniu dlho budovanej nielen európskej, ale aj tvoriacej sa globálnej jednoty. Prílev migrantov narazil už dávno na hranice únosnosti a z imigrácie sa stal problém nevídaných rozmerov s ďalekosiahlymi dôsledkami. Najväčším problémom celej migračnej krízy však bola kultúrna, no najmä náboženská rozdielnosť absolútnej väčšiny utečencov, ktorá v starej „kresťanskej" Európe vyvolávava obavy. Migračná kríza do istej miery zasiahla v podstate celý kontinent a ani po viac než roku sa ju nepodarilo zvládnuť. Vzhľadom na obrovské masy utečencov, ktoré krajiny nemôžu v tak krátkom období a v takom množstve zvládať, sa vytvárajú provizórne podmienky, ktoré ale jednak vyvolávajú nevôľu utečencov, ako aj domácich obyvateľov, ktorým množstvo imigrantov a obrovská pozornosť venovaná týmto ľuďom začína stále viac prekážať, a to z rôznych dôvodov (výtržnosti, presúvanie financií, starostlivosť o „cuzdzích" namiesto o „vlastných", natláčanie iných kultúrnych a náboženských hodnôt, obmedzovanie osobnej slobody a mnohé iné71). A tak odhliadnuc od toho, že v Európe od nepamäti boli početné skupiny zarytých nacionalistov, u stále viac aj doteraz tolerantných a otvorených ľudí sa s rastúcim pocitom potreby chrániť svoje spoločenské celky zo strachu pred inými (a ich často až agresívne vnímaným natláčaním), tvorí a posilňuje národné cítenie, ktoré sa rozširuje na stále väčšie okruhy ľudí.

Ďalším veľkým problémom, ktorý, či chceme alebo nie, silne súvisí s tým predchádzajúcim, je hrozba, s ktorou až na pár smutných výnimiek Európa nemala významnejšie skúsenosti a tento problém vlastne nepatril na európsky kontinent. Tou hrozbou je skutočný terorizmus. Napriek tomu, že v niekoľkých európskych štátoch žili do vypuknutia migračnej krízy milióni obyvateľov moslimskej viery (najmä v Nemecku, Francúzsku a Veľkej Británii), problémy terorizmu boli okrem útokov z roku 2004 v Madride, 2005 v Londýne a začiatkom roka 2015 v Paríži, Európe cudzie. Avšak koncom roka 2015 Európa zažila prvý, a žiaľ nie posledný, skutočný teroristický útok namierený proti nej samotnej, proti ľuďom, ktorí sa ešte stále do značnej miery otvárali ostatným v snahe pomôcť im v núdzi a dať im nový domov. Útoky v Paríži v novembri 2015 ale zasiahli celú Európu. Ukázalo sa, že je nemožné v takých množstvách prichádzajúcich utečencov zabrániť tomu, aby sa do Európy dostali príslušníci teroristických organizácií a ľudia sa začali stále viac polarizovať na tých, ktorí chcú utečencov prijímať medzi seba a pomáhať im v úteku pred hrozbou smrti a na tých, ktorí v utečencoch vidia veľkú hrozbu a stále viac sa v nich prehlbuje xenofóbia, náboženská neznášanlivosť, národné cítenie a potreba chrániť svoju krajinu – svoj región – svoju Európu. Globálne cítenie a potreba riešiť globálne problémy sveta a ľudstva opäť prechádzajú do úzadia a ľudia sa stále viac uzatvárajú do svojich národných, prípadne regionálnych hraníc72, pričom globálne cítenie ako aj globálne občianstvo stále viac vníma-

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71 Pozri viac Sťahel, 2016.

72 Napríklad, keď sa pozrieme na zisťovanie verejnej mienky v rámci EÚ, tak z posledných prieskumov eurobarometra k občianstvu vyplýva významné zistenie, že až 67% opýtaných respondentov sa cíti byť občanmi EÚ. Zároveň ale až 38% sa pri otázke identifikovania cíti len súčasťou svojej krajiny. 52% opýtaných sa stotožňuje primárne so svojou krajinou, ale sekundárne aj s Európou a len 2% ľudí vnímajú samých seba výlučne ako Európanov. Na tomto môžeme vidieť, že nie je možné národné identity v ľuďoch potlačiť, čo nie je zámerom ani euroobčianstva ani globálneho občianstva. Avšak najmä z dôvodu uvedených kríz dochádza k silnejúcemu príklonu k národnej identite. Za najviac zjednocujúce faktory považujú občania EÚ v prieskume najmä kultúru (27%) ale aj históriu (21%), a preto vidíme, že občania si vyžadujú ochranu Európy ako aj ochranu kultúrnych hodnôt jednotlivých národov, v čom má práve svoj význam a podstatu spomínané heslo EÚ „jednota v rozmanitosti". Jednotlivé členské štáty si sú dostatočne blízke, a to v kontexte množstva zdieľaných hodnôt, medzi ktoré najčastejšie radia mier (45%), ľudské práva (40%) a rešpektovanie ľudského

jú ako niečo nedôležité, ba možno až ohrozujúce.

V súčasnosti v dôsledku neustávajúcich problémov a kríz preto dochádza k nárastu negatívnych nálad voči globálnemu občianstvu a nutnosti riešiť globálne problémy u mnohých Európanov, ktorí cítia potrebu silnejšej spojitosti s vlastným štátom, ktorú ale neprepájajú s potrebou globálneho vedomia a vnímania. Majú strach, že nadšenie pre globálne vzdelávanie a zaradenie ľudí medzi globálnych občanov, starajúcich sa o globálne problémy môže byť hrozbou pre národné cítenie, národné hodnoty a v konečnom dôsledku pre národnú bezpečnosť.

Globálne občianstvo – hrozba či nevyhnutnosť

Súčasný svet a udalosti v ňom môžu a stále viac aj prispievajú k obavám ľudí zo straty národnej identity či odcudzovania svojich kultúr a národných hodnôt, čo vedie k tvorbe a nárastu strachu z globálneho a k uzatváraniu sa pred globálnymi problematikami a všetkým, čo s tým súvisí. Predovšetkým však badať odmietanie či pohŕdavý prístup ku fenoménu, ktorý sa ešte len vo väčšine krajín pomaly začína presadzovať. No či už v krajinách, kde sa globálne vzdelávanie ešte len začína dostávať do povedomia verejnosti alebo v krajinách, kde už tento systém má svoje pevné miesto a tradíciu, dochádza k nárastu obáv z toho, že práve tento prístup je zodpovedný za nejednu katastrofu v civilizovanom svete a že práve ten smeruje ľudí k obracaniu sa chrbtom k svojim národom. No je to naozaj tak? Ohrozuje prijatie postoja globálneho občana samo o sebe národné občianstvo, národné hodnoty, národné cítenie či národnú príslušnosť človeka? Sú obavy z toho, že globálne občianstvo nás odtŕha od národného skutočne reálne? Má nás výchova ku globálnemu občianstvu pripraviť o našu národnú príslušnosť? Možno predovšetkým na tieto otázky by mali ľudia hľadať odpovede predtým, ako zavrhnú možnosť byť zodpovedným globálnym občanom zo strachu z nepodložených dôsledkov tohto postoja.

Avšak faktom je, že svet je silne globalizovaný a táto rastúca prepojenosť sveta a jej dopady stále väčšine ľuďom unikajú, resp. ľudia stále pováčšine nedostávajú dostatočné informácie, aby pochopili nielen túto prepojenosť, ale aj jej dôsledky. Preto je tak nevyhnutné zavádzať do jednotlivých krajín globálne vzdelávanie a poskytovať širokej verejnosti potrebné informácie k tomu, aby ľudia vedeli zaujať vlastný a relevantný postoj a sami sa na základe zrelého uváženia vedeli rozhodnúť, ako sa budú správať a či prijmú samých seba v úlohe globálnych občanov. Ako píše Andreotti, zodpovedné vzdelávanie si v súčasnej globálnej ére vyžaduje hlbšie pochopenie spoločenských, kultúrnych, ekonomických a historických síl a poukazovanie na to, čo spája ľudí, miesta, priestory a svetové náhľady a na zložitosť zasahovania do týchto komplexných a dynamických systémov. Inak výsledky vzdelávania inklinujú k mimovoľnému šíreniu nerovných vzťahov medzi ľuďmi, k simplistickej racionalizácii nerovnosti a skresleným etnocentrickým domnienkam o globálnom občianstve, rozmanitosti a spoločenskej zodpovednosti (2014). Preto je globálne vzdelávanie ako aj výchova globálnych občanov považované za jednu z odpovedí na výzvy nového globálneho ekonomického a sociálneho prostredia (Svitačová a Pechočiak, 2014).

života (35%), pričom tiež vymedzili mier, ľudské práva a demokraciu ako hodnoty, ktoré najviac Európu vystihujú a sú považované za spoločné znaky, na základe ktorých sa môžu istým spôsobom všetci Európania identifikovať a ktoré ich často odlišujú od inakosti prichádzajúcej zvonka. Napriek tomu, že inakosť naďalej prevažne rešpektujú, majú väčšiu potrebu vyhraniť sa voči nej. Práve tieto pocity sú hlavné dôsledkom neutíchajúcej migračnej krízy, ktorá do veľkej miery ľudí rozdeľuje v názore na imigrantov a Európanov, ktorí si myslia, že imigranti prispievajú k spoločnosti stále ubúda (European Commission, 2015).

Cieľom je, aby ľudia neboli dezorientovaní a pochopili aj túto svoju príslušnosť, aby sa zaujímali o okolitý svet a pochopili, že globálne problémy sa prejavujú aj lokálne, a teda môžu zasiahnuť (a do istej miery aj zasahujú) ktorúkoľvek krajinu sveta (aj tú ich). Výchova ku globálnemu občianstvu je o pochopení, že globálne problémy sa nás týkajú a o zodpovednosti každého voči týmto problémom (TASR, 2015).

Mnohé západné krajiny tento systém už integrovali a rôznymi prostriedkami učia ľudí globálnej zodpovednosti. Iné krajiny (najčastejšie krajiny globálneho Juhu) tento systém často priamo odmietajú. Považujú ho za pretláčanie hodnôt Západu a znevažovanie ich tradícií (TASR, 2015). Mnoho krajín sa takto nevyhraňuje, no zápasia so svojimi problémami a na globálne v dostatočnej miere neprihliadajú. Ľudia poväčšine nie sú informovaní a majú pocit, že sa ich to netýka. Avšak globálne problémy sa netýkajú len Západu. Každý musí pochopiť svoj podiel zodpovednosti. Na globálny mier treba globálneho občana, spoločný náhľad a základ s podobnými hodnotami. Globálne vzdelávanie a ani výchova ku globálnemu občianstvu ale nepotláča národné cítenie a nesnaží sa v ľuďoch zničiť národné hodnoty či potrieť ich národnú príslušnosť. Práve naopak, celé globálne vzdelávanie nevyhnutne prepája osobné, lokálne, národné a globálne (Globálne vzdelávanie, 2016), pričom pri výchove ku globálnemu občianstvu je to práve národná úroveň, od ktorej treba začať a ktorá je pri budovaní celeho globálneho vzdelávania a premeny globálnych občanov nevyhnutná. Národnú úroveň nemožno ani po prijatí globálnych hodnôt nikdy opustiť. Ľudia musia mať stále pocit a vedomie, že niekam patria – do konkrétneho celku, ktorého spoločné hodnoty zdieľajú, s ktorými sa identifikujú a s týmto celkom spoločne získavajú nové prístupy a kritické myslenie. Musia vedieť a aj cítiť, že v tom nie sú sami. Globálne občianstvo nemá za cieľ ničiť národnú príslušnosť, pretože na jej základe tvorí z ľudí občanov, ktorí sú aj súčasťou niečoho väčšieho, čo ako občania jednotlivých krajín majú chrániť.

Preto je výchova k občianstvu nevyhnutne prepojená s výchovou ku globálnemu občianstvu. Ako dokonca autorka Gončová uvádza, výchova k demokratickému občianstvu je určitým priesečníkom nasledovných predmetov a pojmov, a to pojmu občianska náuka, výchova k ľudským právam, interkultúrna výchova, mierová výchova a v neposlednom rade globálna výchova (Gončová, 2007, s. 85). Globálne problematiky teda nemožno z tejto výchovy už vylúčiť. Podobne aj Korim zdôrazňuje, že dnes je priam nutnosťou zaujať komplexný prístup v oblasti výchovy k demokratickému občianstvu, ktorý by mal reflektovať súčasné trendy a vývojové tendencie, a to nielen napríklad v rámci Európskej únie, ale aj širších celosvetových kontextoch (Korim). Veď ako jedna z mnohých bežných charakteristík uvádza – pojem občianstvo vyjadruje civilizovaný spôsob včleňovania sa indivíduí do spoločenského celku (Surmánek – Gbúrová – Dudinská, 2003, s. 228 – 229) a dnes absolútne nevynímajúc aj celok globálny.

Závery a odporúčania

V závere pojednania o možnom negatívnom vplyve globálneho občianstva a výchovy k nemu na národné občianstvo, národné cítenie a národné hodnoty, je treba zdôrazniť, že najdôležitejším nástrojom formovania plnohodnotných občanov v každom vzdelávacom systéme je výchova ku občianstvu, ktorá má a vždy bude mať svoje nezastupiteľné miesto a ľuďom poskytuje základ k tomu, aby si vybudovali vzťah k nejakému celku. No a dnes práve z dôvodu prehlbujúcej sa globalizácie narastá potreba kladenia dôrazu aj na globálnu dimenziu tejto výchovy. Preto majú nielen učitelia a odborníci, ale aj ostatní členovia spoločností jedinečnú možnosť a veľkú zod-

povednosť pripravovať ľudí, aby sa stali zodpovednými občanmi aj v globálnom rozmere (Bourn, 2006), čo sa ale s národným občianstvom a národným cítením nijak nevylučuje. Avšak globálne problematiky sú už nevyhnutnou súčasťou našich životov tak ako tie národné a nemožno sa im vyhýbať či ich vzájomne vylučovať. Treba vychovávať nielen zodpovedných národných občanov, ale ľuďom odovzdávať aj širšie vedomosti, aby vedeli prepájať svoje životy so životmi iných, s problémami planéty a zdieľať spoločnú zodpovednosť za jej udržateľnosť. Riešenie na úrovni vlád nestačí. Treba systém posunúť k občanom. Prepojenosť s globálnymi problematikami stále väčšine ľudí uniká najmä preto, že súčasný systém nie je schopný pripravovať ich adekvátne, a preto každý musí mať prístup k informáciám a vedomostiam, aby mohol zaujať vlastný postoj, aby videl, že každý môže veci meniť (pozitívne aj negatívne) a rozhodol sa či a akým globálnym občanom bude. Globálne občianstvo tak vlastne vytvára akýsi nový druh sociálneho ideálu, ktorý dopĺňa často chýbajúci zmysel pre spoločenskú zodpovednosť za ľudí a ich činy.

Globálne občianstvo tvorí prierezovú problematiku a malo by predstavovať zároveň akýsi druh morálneho základu, ktorý bude implementovaný naprieč celým systémom, zahŕňajúc, podobne ako národné občianstvo a výchova k nemu, každého (študentov, učiteľov, rodičov, vlády, širokú spoločnosť). V súčasnosti už je nevyhnutné zvýrazňovať aj globálny aspekt občianstva a úlohu jednotlivcov v súčasnej globalizovanej ére. Výchova k národnému občianstvu a výchova ku globálnemu občianstvu dnes už patria k sebe a pre správny prístup sa nesmú vzájomne vylučovať, ale prepájať a podporovať. V tomto smere sa tak vynárajú aj nové požiadavky na učiteľov, pretože úspešný prístup k tejto problematike si vyžaduje otvorenú myseľ učiteľov, ich schopnosť vidieť túto prepojenosť, ako aj ich otvorenosť voči novým zdrojom a metódam výučby. Veľká pozornosť je tak dnes v rôznych edukačných inštitúciách kladená na prípravu tzv. „globálnych učiteľov" (Svitačová – Mravcová, 2014), ktorí podstatu problematík pochopia a budú ich schopní plnohodnotne odovzdávať ďalej.

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Advocacy in Belarus: The Experiences of Civil Society Organizations (research report – short version)

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Abstract

The paper analyses how CSOs in Belarus do advocacy work: what topics are taken, at which level it is implemented, what are the key factors determining success or failure, how this work influences the CSOs themselves, what mode (public or non-public) is working, what is the way of promoting advocacy issue. One of the main finding of the papers is the fact that the politicization of the topic, the level of its possible "danger" in the eyes of civil servants is the key factor for success or failure of advocacy campaign. Recommendations are provided for CSOs and international institutions helping the civil society in Belarus.

Key words: advocacy, politicization, civil society organizations (CSOs)

Introduction

The theory and practice of advocacy are well-researched in democratic countries. But in Belarus their systematic research just begins. In our country advocacy exists more as single cases then well established practice which could allow conclude about trends and developments. At the same time advocacy in Belarus can bring positive results: we can give at least 3 examples of successful campaigns at the national level at the last 5 years: promotion of state social order, joining the Convention on the Rights of the Persons with Disabilities, and campaign for the preservation of the wetlands. But usually even the organizers of campaigns have difficulties in evaluating the effectiveness of these campaigns. To track and to describe the tendencies of advocacy development is not the easiest task since this sphere is in the process of development itself.

The research aim is to describe the actual practices of advocacy in Belarus, to analyze the main involved actors and identify the specific character of their interaction with state institutions in connection with the achieved results, success or failure factors, and organizational potential of actors as one of the prerequisites of effective advocacy in Belarus.

We analyzed the period from 2010 to 2015, but also took several significant cases that took place earlier.

Taking into account the complexity of definition of actors and specific character of the sphere we used combination of qualitative and quantitative methods, namely: case studies and their qualitative expert evaluation, questioning representatives of organizations and advocacy campaigns, semi-structured interviews with representatives of organizations and advocacy campaigns, analysis of secondary data and legislative analysis.

In June – July 2015 10 semi-structured interviews were carried out, 40 questionnaires sent out and 3 case studies analyzed. We did not have any opportunity to organize national sample survey of public opinion in regards to advocacy issues within the frames of this research.

An interesting topic which is not covered in this research is the participation of foreign and international organizations in the advocacy of different interests in regards to Belarus. But this topic goes beyond the frames of this research.

The research is based on the assumption that advocacy in Belarus is carried out in limited quantities and only in some cases leads to long-term systemic change because of the closed political decision-making processes in Belarus at both the national and local levels, as well as the unfavorable socio-political context for the implementation of social initiatives. At the same time, we can not ignore the quality of the parties that implement advocacy campaigns: their organizational capacity, previous experience of cooperation with the authorities, the ability to conduct full-scale advocacy campaign, which is also a key condition for the implementation of actions to promote the public interest. Taking into account this general comment, the following working hypotheses have been put forward:

1. The success of advocacy in Belarus depends on: a) the areas of social life and aims of the campaign; b) the scale of activities (national or regional) of the organization/campaign; c) the specificity of a state institution/body and personally officials, whose competence includes the solution of the issue; d) the reputation, image of the organization and, in some cases, the personalities of people engaged in the campaign; d) strategic organizational capacity of advocacy parties; e) the degree of politicization[73] of the issue / public interest the campaign works with.

2. In the current political situation in Belarus targeted non-public advocacy through the use of personal connections gives faster and less expensive results which are not less significant than in the public advocacy campaigns.

The object and subject of the research

The object of this study is the actors and practices of advocacy in Belarus. By practices we under-stand the activities of actors towards solving the actual problems with the help of ways that lie in accordance with existing social and cultural norms.

The subject of the study is the complex of public campaigns, projects and initiatives focusing on the protection of public interests and on solving different socially important problems with the aim of change the existing policies in 2010 – 2015 (and in some important cases, earlier).

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73 The notion of politicization has many definitions. Given the context of Belarus and the existing in the Belarusian society patterns towards private life successes, in this study we define politicization as the transition of non-political issues into the category of political ones, acquisition of political status of such issues, and, in a broader sense, prescribing political character to the actions or lines of conduct (Donald K. McKim. 2004). Thus, speaking about the politicization of Belarus, we would mean the transformation of any non-political practices and problems into political ones, regardless of the reasons that lead to this.

The definition and sense of advocacy

There are many approaches to the definition of the notion of advocacy, as well as its subjects. In this paper, advocacy refers to purposeful actions of different actors in order to change existing policies or influence the decisions of the elites, governments and public institutions through the promotion of citizen participation in the promotion of a common purpose or public interest (Boris & Mosher-William in 1998; Reid 1999). As many researchers note, the number of organizations involved in advocacy even in developed countries is not too large. Accordingly, the number of such actors in Belarus and their campaigns are also relatively small.

In the paper we understand advocacy actors as organizations and non-registered campaigns operating in various sectors of public life (human rights, environmental, business, educational, cultural, educational and so on.). The campaigns can be carried out collectively by different organizations together, as well as individually.

Advocacy is, as a rule, a flexible, dynamic process, where the context, acting actors and target actions may change. It is often difficult to establish a link between the advocative actions and policy and legislation changes - whether they are the result of the campaign or not.

To understand the advocacy it is important to consider the different levels of its implementation, including:
· changes in public policy and legislation, including all the components of the political cycle from policy-making to implementation;
· improving the physical and social conditions, including changes in the political, administrative and social practices;
· changing society's attitude to the problem.

Taking into account the diversity of advocacy actions, the integral components of this process are:
· topical and outlined problem;
· clear and invariable goal;
· action plan to achieve the goal;
· informing the publicity;
· periodic assessment of the effectiveness of the advocacy process at different stages.

In general, the types of advocacy actions/tools can be divided into the following groups:
a) legal (litigation, dissemination of legal knowledge);
b) political (search for allies among politicians and officials);
c) public (information campaigns, direct collective action);
d) educational (seminars).

Advocacy plan may include one or several types of actions.

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In this study, the stress is put on the following types of results:
1. Policy change: the main activities of the state or the practices of its implementation at various stages of policy.

2. The results connected with the assessment of the strategic development of organizations in the field of advocacy. Namely:
    - strengthening the institutional capacity;
    - strengthening of the alliance/alliances of organizations and initiatives.
    The approach to the analysis of results allows us to comprehensively review and assess advocacy practices in Belarus, focusing not only on the assessment of achievement of the desired political or social change in adverse conditions, but also taking into account the influence of advocacy on building the infrastructure and conditions for future change, as well as, in general, strengthening the civil society.
    The legal context of advocacy is determined by the international and national regulations governing public relations in this area and by law enforcement practices. In Belarus there is no legislative definition of advocacy, therefore, for the purposes of this research international and national standards were reviewed relating to citizens' participation in public governance and regulations governing realization of rights to the freedom of information, assembly, and associations.
    The performed analysis shows that the international commitments undertaken by Belarus include all necessary prerequisites to allow partnership of the civil society and the state. However, national legislation and law enforcement practices do not provide for any effective mechanisms of such partnership and need to be improved, as they to a great extent hamper advocacy processes and involvement of citizens in policy making.

Key advocacy actors in Belarus

Identifying advocacy actors and their number was fairly difficult. To identify them and to classify the advocacy campaigns we took into account several factors. First, advocacy is usually not the main type of activity of NGOs. Moreover, they not always understand themselves that they are doing civil advocacy campaiging. Secondly, in some cases the organizations understand by advocacy their regular activities on providing services or carrying out short-term informational or educational campaigns aimed at certain groups of stakeholders or general public.
    At the same time NGOs and civic initiatives that do practice advocacy actively, do not always document their experience and even more rare share it publically. As the last remark, in Belarus till now there were no comprehensive studies of advocacy sphere, and there are no databases or reference books where information on advocacy actors would be gathered and systematized. Taking into account that the Ministry of Justice does not publish full information about registered organizations, and the organizations themselves (registered and unregistered) do not always make this information public, it is quite an uneasy task to identify the advocacy actors and their number, as well as to classify different projects and to present the sphere of advocacy in all its thematic diversity.

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To fulfill this task, we identified third sector organization and their campaigns, programmes, individual and collective advocacy projects in Belarus in 2010 – 2015 with the help of the following criteria:
• the organization or initiative has clearly defined goal;
• the advocacy campaign aims to reach systemic change in legislation, practices or public opinion;
• the organization or campaign does wide range of actions in order to influence decisions of elites, government and state institutions.

Together with the subjects who met these criteria, we also included into the research the organizations, in regards to which there is no data about their advocacy campaigns but one can presuppose them on the bases of their activity field, declared aims, position in the third sector.

On the basis of this very scattered information about research problem we used the following methods for identification of advocacy actors:
• analysis of publications at specialized online resources on the third sector
• gathering and analysis of known advocacy cases
• studying the reports of international organizations devoted to this sphere
• drafting a preliminary list of advocacy actors of different level (national, regional and local), different form (registered organizations, initiative groups and single activists), and different thematic directions that they are working on
• consultations with representatives of third sector organizations on refinement of the list of actors and campaigns
• preparing the final list of 50 actors which was then used as a general sample of the research.

Regaring the thematic areas, we have identified the following ones, along which advocacy actors are working in Belarus:
• human rights, protection of the rights of minorities;
• development of the civil society sector, civic participation, right to freedom of association;
• cultural policy and awareness raising activities;
• freedom of speech and mass media;
• social policy, protection of the rights of people with disabilities;
• gender and equality;
• ecology, animal protection;
• entrepreneurship and business development;
• protection of the working people, trade unions;
• local, regional initiatives;
• other

Methodology
Taking into account the complexity of definition of actors and specific character of the sphere we used combination of qualitative and quantitative methods. The following methods were used:

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• case study and their qualitative expert evaluation;
• questionnaire survey of the representatives of advocacy actors;
• semi-structured interview with the representatives of advocacy actors;
• desk study: analysis of secondary data and analysis of legislation

As the units of analysis we take opinions and judgements of the representatives of advocacy actors, as well as the individual cases of advocacy. Using this measurement units allowed us to study the attitudes and assessments of the situation of the actors themselves in the field in question, as well as to verify the research hypotheses.

The general sample (50 advocacy actors) were divided to 2 groups: 10 actors were interviewed, and to 40 the questionnaires were sent. This division was made in accordance with expert assessment and analysis of advocacy campaigns. For interviewing those campaigns/organizations were chosen which were evaluated as the most informative and illustrative for the advocacy sphere in Belarus, and focusing on different aspects of public life.

The questionnaire was sent to all the rest of the advocacy actors in the general sample list. The method of snowball was planned to be used for studying any other actors that may lie beyond the constructed sample, but it did not work. The respondents were asked to name the most significant advocacy campaigns, but they did name just a few ones both in the interviews and in the questioning. This fact may indicate either a lack of interest in some other areas of public life, except those in which the respondents themselves are functioning, or a lack of informing and promotion of the activities and their results by the actors themselves.

15 respondents (38,5%) out of 40 replied. It meets the requirements of representativeness, but at the same time such a number of answers imposes restrictions in extrapolating the results to the general sample.
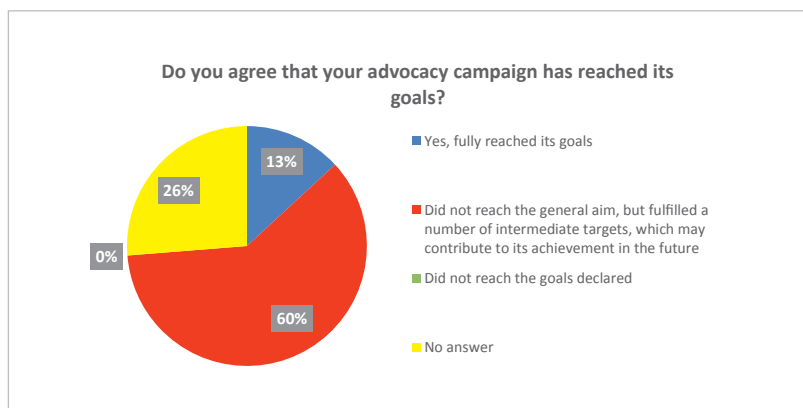
Findings

The key peculiarity of the area is that the main restriction and also the main factor determining the success of advocacy campaigns is a hypothetical politicization of a topic/problem being the focus of advocacy, i.e. whether the authorities perceive it as a political issue.

Based on the conducted analysis, the following characteristics of the sphere of advocacy and advocacy practices can be distinguished:

1. Interviewed Belarusian activists interpret the very concept of 'advocacy' very broadly. They often consider that advocacy is almost entire activity of an organization, including implementation of projects to satisfy the needs of target groups and promotion of highly specific interests of an individual organization (lobbying).

2. With relatively few advocacy campaigns in Belarus they are diverse, cover a wide array of various spheres of public life, have different focus, and are conducted both at the national and local levels.

3. There are successful although few advocacy campaigns in Belarus both at the national and local levels, in which the initiators managed to achieve their goals: promotion of contracting

NGO social services by the government, law against animal abuse, a campaign against wetlands draining, and some others.
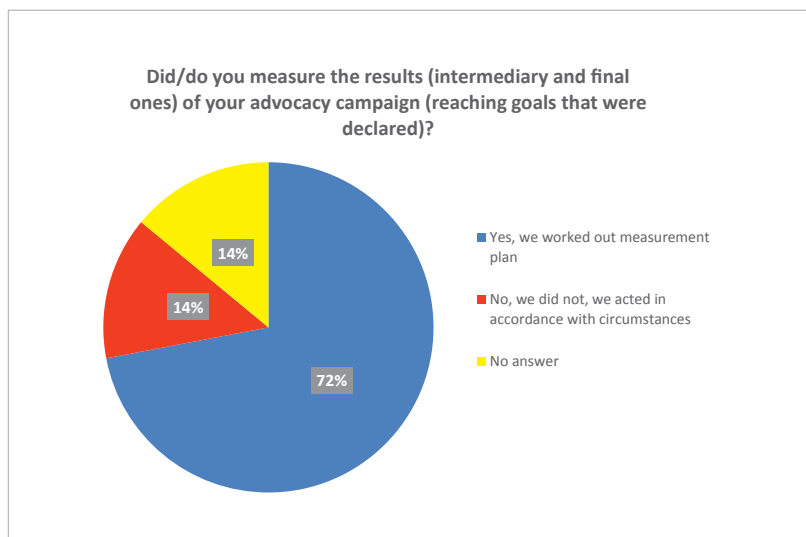
Do you agree that your advocacy campaign has reached its goals?

- ■ Yes, fully reached its goals
- ■ Did not reach the general aim, but fulfilled a number of intermediate targets, which may contribute to its achievement in the future
- ■ Did not reach the goals declared
- ■ No answer

13%
26%
0%
60%

4. There are few campaigns, which fully achieved their goals during the period in question. Besides, in case of positive outcomes related to the promotion of legislative change, practical law enforcement does not correspond to what was intended. Predominantly the reviewed campaigns achieved intermediate results. As a rule, their positive effect manifested in strengthening the organizational capacity of the implementing actors and in generating additional opportunities for acting in alliance with other actors.

5. Advocacy activists do not show a high degree of awareness of other organizations' advocacy campaigns. Evidently, not all campaigns focus on making the general public aware of their activity. Still, activists are poorly aware of advocacy campaigns, which is the evidence of either low interest in public activities in other fields, or insufficient information provided by advocacy groups.

6. Negative results produced by some of the studied campaigns (when actors did not achieve their goals, and on top of that decisions of policy makers were contrary to what was expected) are also important. As we see from the analysis of the campaign against the construction of nuclear power plant, such results might increase risks for the activity of organizations - worsened relations with authorities, their refusal to cooperate - and also for individuals: harassment of activists by authorities.

7. When promoting legislative change the main target for activists is executive instead of legislative power. This is due to the specific nature of the division of powers in Belarus, where legislative power plays little role in the law-making process, while executive power has significantly greater authority in this area.

8. During advocacy campaigns their actors are very poorly involved in the policy making process. Although the research demonstrated that advocacy in Belarus is possible at most stages of the political process, discussions, putting forward proposals for solving problems still remain the main form of engagement without a guarantee or an opportunity of

controlling their adoption, as well as follow-up/monitoring of the implementation of a policy or a solution. With that, advocacy actors are mostly excluded from the important stage of decision-making. This stage is indicated as the least transparent and least influenced.

9. A typical problem with the engagement of advocacy actors in policy making is the simulation of such engagement, created by the authorities. The engagement of advocacy actors in the majority of the researched cases is either inadequate or formal; public authorities strive to replace actual engagement of advocacy actors with mere informing them about the decisions under consideration.

10. An important problem for advocacy is the lack of transparency of the decision making process of authorities in Belarus, including issues which are in the focus of advocacy efforts. This problem may be caused by the poor awareness of advocacy actors themselves about the structure and specifics of the political sphere of Belarus, however, this remains a general problem of the system of decision making. In addition civil activists have no or can hardly gain access to decision makers.

11. The very specifics of the civil sector of Belarus also creates problems: civil society organizations consolidate with great difficulty due to the controversies regarding common ground for joint activity, besides they rarely involve citizens in their activity.

12. The analysis of individual advocacy cases shows that advocacy is not a very common practice and a line of activity for the Belarusian civil society organizations and initiatives. The reasons could be the long-term and resource-consuming nature of the advocacy process, as well as high professional requirements for the organizations and initiatives engaged in these activities. Advocacy actors need a clear understanding of the purpose of advocacy, corresponding skills, a certain level of organizational development, and besides, the attitude/belief that advocacy in Belarusian context is basically possible.

13. Advocacy campaigns in Belarus mostly intend to change (both adopt and repeal) legislation and/or enforcement practices. Activists also mentioned influencing the authorities as a separate focus. Along with that, during interviews respondents rarely spoke of the focus on changing the community's attitude toward the issue that advocacy targets. Perhaps they perceive this goal as something self-evident; or too much effort spent on influencing public officials and authorities leaves not enough resources for it; or activists assume that the change of legislation and its enforcement practices will gradually result in the shift of the corresponding public relations. Such approach to advocacy may be justified because of the context, in which campaigns are conducted in Belarus. However, it proves that they do not attach enough importance to civil involvement as an essential factor for improving the effectiveness of advocacy.

14. The findings of the assessment of advocacy campaigns in Belarus demonstrate that such campaigns in most cases lack jointly agreed actions of potential stakeholders. Even when a solution to a problem appeals to many, only some actors participate actively in the campaign. One of the reasons for that is that the key players are not motivated to engage/mobilize stakeholders/constituencies.

15. In Belarus, advocacy is in most cases a secondary line of activity for organizations.

Organizations - ecological, social, human rights - have to get down to advocacy due to imperfect legal environment, which needs to be changed in order to improve the conditions, in which they provide their core services to the population.

16. Advocacy is a type of activity contributing to the strategic development of the organizations engaged in advocacy, helps to adjust their strategies, missions, and improving their activity in general. Besides, advocacy may contribute to strengthening coalition ties with the counterparts in the sector and with the authorities. However, for most organizations in Belarus this type of activity is a side line, and very few of them would get any potential bonuses from advocacy activity.

17. Advocacy groups demonstrated mostly a high degree of their development in how they plan, implement and evaluate the results of campaigns, although as for the latter, the assessment methodology needs to be better studied. Besides, these organizations try to act flexibly, with due regard for the changing context, and if needed, can change and adjust campaign's goals in the course of their activity.

Did/do you measure the results (intermediary and final ones) of your advocacy campaign (reaching goals that were declared)?

- Yes, we worked out measurement plan
- No, we did not, we acted in accordance with circumstances
- No answer

72%
14%
14%

18. Advocacy actors use in their activity a wide array of tools both of public and non-public nature, including information sharing, education and all kinds of petitions. With that, the choice of tools of either public or non-public nature is not mutually exclusive, but rather complementary. The choice of one of these types or their combination is determined by the specific focus of advocacy, a sphere, a public authority, with which one needs to interact, and other factors. Along with that, there is no single scheme, uniform regulations for conducting campaigns or any universal methods. The effectiveness of using public, non-public tools or their combination is determined on a case by case basis.

19. During the survey respondents did not speak specifically about using the Internet or social

networks. Along with that, based on the studied cases, they used them a lot at various stages of campaigns. Such omission might be caused by flaws in the questionnaire, or because advocacy actors underestimate Internet as an effective present day tool for awareness raising, actualization of a topic, and changing people's attitude towards an issue.

Recommendations

1. When setting long-term goals advocacy actors should make them clear to understand and integrate the desired changes in public attitude to the advocated issues into the campaign plans. They should focus advocacy campaigns on changes ensured by decisions taken at the appropriate levels.

2. Considering that advocacy campaigns have not yet attached much importance to changing people's attitudes towards advocated issues, where possible, cooperate more intensively with traditional and new mass media, conduct PR campaigns to promote the issues addressed by advocacy campaigns, and inform the public of the significance of proposed changes. Such activity will allow gaining public support, even if only passive, broaden citizens' engagement and find proof points for promoting their goals when petitioning authorities. They will help to brush aside the objections of the authorities concerning the goal-oriented feasibility of the proposed changes.

3. To strengthen their own organizational capacity and improve the effectiveness in addressing key public issues, to gather and share reliable information on advocacy and on the civil society of Belarus in general all advocacy stakeholders in the country and abroad should enhance networking activities and engage the Belarusian analytical community experts, researchers, think tanks, academicians in advocacy campaigns, especially at the stages of problem analysis, goals setting, strategy development, and assessment of the effectiveness of advocacy campaigns.

4. Advocacy actors should document and present in the form of case studies all the materials of advocacy campaigns in order to preserve them in the institutional memory of the actors themselves and the advocacy sphere as a whole, take into account and use these materials for future campaigns, and also use this information for learning the history of the sphere, its analyses and studies.

5. Advocacy actors should ensure thematic exchange of experience about different companies, advocacy practices, peculiarities of their implementation in the context of Belarus, which will broaden access to information in the advocacy sphere, improve the understanding of advocacy agendas of the actors, and enhance the potential for joint actions of solidarity in this sphere.

6. Considering that the factor determining the success of advocacy campaigns is not so much public life itself (the problems of which are in the focus of advocacy campaigns), but the potential of these problems to be perceived by the authorities as political or non-political, advocacy actors, international organizations and development agencies should conduct and support a broader thematic range of civil advocacy efforts in Belarus. While planning or supporting advocacy campaigns they should take decisions based primarily on the readiness of the campaign initiators to long-term efforts to produce positive changes in public attitude

towards the advocated issues and influencing decision making at the appropriate levels.

7. Actors of advocacy should consider as one of the primary priorities engaging motivated organizations/initiative groups/citizens in decision making, implementation and assessment of local initiatives in public policy and local programmes/projects by their active integration into advisory and coordinating councils along with authorities and other decision makers.

8. Considering the long term nature of most advocacy initiatives, low level of legal and political culture of the Belarusian society, advocacy actors, international organizations, and development agencies should use a program approach to the development of the sphere focusing on longer, at least two or three-year advocacy projects (multi-year projects) with mid-term assessment and a possibility of adjusting activity and budget revision in the course of their implementation.

9. Considering low awareness of advocacy actors of each other, advocacy actors, international organizations, development agencies, and implementers of donor programmes should initiate joint thematic activities for experience sharing and networking.

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Determinanty migrace – teorie Nová ekonomická migrace

Monika Nová

Abstract

Téma příspěvku s názvem „Nová ekonomie migrace" se snaží poukázat na determinanty, které ovlivňují rozhodnutí opustit zemi původu. První část práce je zaměřena na popis teoretických přístupů k migraci – teorie s názvem Nová ekonomická migrace. Druhá část představuje vybrané výsledky výzkumu vztahující se k tématu. Finální úvahy a konstatování zahrnuje kapitola diskuze a závěr.Klíčová slova: Mezinárodní migrace, Teoretické přístupy k migraci, Nová ekonomie migrace.

Abstract

The paper called „ The new economics of migration" is aiming to reveal determinants that influence the decision to leave country of origin. The first part of the thesis is focused on description of theoretical approaches to migration. The second part The second part presents selected research results related to the topic. The final account statement and includes chapter discussion and conclusion.

Key words: International migration, Theoretical approaches to migration, The new economics of migration

Úvod

Mezinárodní migrace byla v minulosti zdrojem lidského pokroku. Skrze migraci docházelo k šíření znalostí a inovací mezi zeměmi. Svět se postupem času stával vzájemně propojený a počet migrujících lidí rostl. Lidé pomocí migrace hledají nové možnosti či lepší podmínky pro život.

Mezinárodní migrace je tak nedílnou součástí dnešního světa. Z toho důvodu je i předmětem zkoumání a zájmu. Jednou z oblastí zkoumání jsou faktory ovlivňující rozhodnutí migrovat. Existuje mnoho teorií, které se snaží objasnit důvody k migraci, avšak každá ve výsledku považuje za rozhodující jiný faktor. Není vyloučeno, že teorie mohou platit současně. Platnost jedné teorie nemusí nutně vylučovat platnost druhé. Dochází tak k vzájemnému propojování jak jednotlivých teorií, tak často i různých vědních oborů.

Nová ekonomie migrace (The new economics of migration) podle této teorie, dochází k rozhodování na úrovni většího celku lidí, zpravidla se jedná o rodiny či domácnosti. V tomto případě tedy mluvíme o rozhodování na mezo úrovni. Rodiny či domácnosti jednají společně nejen za účelem maximalizace očekávaného příjmu, ale také aby omezili rizika spojená s tržním selháním (Massey et al., 1993).

Stark a Bloom (1985) uvádějí, že rodiny v rozvojových zemích nemají takové možnosti sociálního pojištění a zajištění se proti rizikům jako ve vyspělých zemích. Z těchto důvodů mohou být někteří členové rodiny vysláni pracovat na zahraniční trh práce, a to pro případ rozložení vzniku možného

rizika. Pokud by se zhoršily podmínky v domácí ekonomice, tak by se rodina mohla spolehnout alespoň na podporu jednoho svého člena ze zahraničí. Ve vyspělých ekonomikách k tomu nedochází, zejména z důvodu existence rozvinutých kapitálových trhů a různých forem pojištění. V rozvojových zemích je migrace brána jako forma pojištění.

Massey et al. (1993) poukazují na to, že tato teorie zpochybňuje předpoklad, že příjem má konstantní efekt na užitek plynoucí jedincům napříč socioekonomickým prostředím. Konstantní efekt znamená, že reálný růst příjmu má stejný význam pro každého člověka bez ohledu na okolní podmínky, jako je jeho postavení ve společnosti z hlediska úrovně příjmu. Nová ekonomie migrace s tímto nesouhlasí a argumentuje tím, že domácnosti neposílají své členy do zahraničí, aby zvýšili příjem domácnosti v absolutním vyjádření, ale spíše z důvodu, aby zvýšili příjem relativně vzhledem k ostatním domácnostem. A tím snížili relativní strádání/nouzi ve srovnání s určitou referenční skupinou. Předpokládejme nárůst příjmu zámožné domácnosti. Pokud příjem chudé domácnosti zůstane nezměněn, potom jejich relativní strádání roste. V případě, kdy domácnost relativně strádá, tak i přesto že absolutní příjem chudé domácnosti a očekávané příjmy z migrace zůstávají nezměněny, tak roste jejich motivace zapojit se do migrace. Pravděpodobnost migrace tak roste, a to z důvodu změny v příjmech jiné domácnosti. Stejně tak působí tržní selhání, které omezí možnosti chudých domácnosti získat příjem. Tržní selhání tak mohou zvýšit atraktivitu migrace jako cesty k nárůstu relativního příjmu.

Oproti neoklasické teorii se nová teorie migrace vyznačuje určitými odlišnosti. Massey et al. (1993) uvádí, že mzdové rozdíly nemusí být nutnou podmínkou k migraci, jelikož domácnosti mohou prostřednictvím migrace svých členů diverzifikovat riziko a to i tehdy, když mezi zeměmi nebudou žádné mzdové rozdíly. Stejný očekávaný příjem nebude mít stejný efekt na pravděpodobnost migrace pro domácnosti mající různé úrovně příjmu.

Vláda může migraci ovlivňovat nejen skrze opatření na trhu práce, ale také zaváděním programů týkajících se pojištění, například pojištění v nezaměstnanosti. Vládní opatření a ekonomické změny, které ovlivňují distribuci příjmů, mohou pozitivně ovlivnit postavení domácností, které tak nebudou mít potřebu migrovat.

Jednou z teorií nové ekonomické migrace je teorie se soustředící na význam rodinných vazeb při rozhodování o migraci. Mincer (1978) se zaměřuje na vysvětlení dopadů migrace na zaměstnanost a příjmy členů rodiny, taktéž zkoumá vliv rodinných vazeb na pravděpodobnost migrace. Místo dosud používaného příjmu jednotlivce, je zde brán v potaz čistý příjem celé rodiny. Rodina se rozhodne migrovat v případě, kdy tento čistý příjem rodiny bude vyšší než související náklady. Náklady v tomto případě rostou s velikostí rodiny, počtem dětí. Rodina jako celek má tendenci být méně mobilní oproti jednotlivcům. S rostoucí velikostí rodiny výnosy rodiny z migrace rostou méně než náklady spojené s migrací. Přítomnost dětí školního věku v rodině omezuje migraci, zatímco u dětí předškolního věku může být vyhlídka lepšího vzdělání dětí faktorem podněcujícím migraci rodiny. Mincer poukázal na fakt, že pokud člen rodiny nemigruje z vlastního přesvědčení (očekávaných vyšších zisků), musí čelit zpravidla nižším příjmům v cílové zemi, než které by získal v zemi původu. Taktéž se snižuje pravděpodobnost získání práce. Rodina jako celek se rozhodne k migraci v případě, kdy celkové zisky jednotlivců vykompenzují ztráty ostatních členů.

Metody:

V rámci přímé práce v uprchlickém zařízení byl autorkou zrealizovaný kvalitativní výzkum. Byla využita technika rozhovorů za pomocí překladatele z arabského jazyk do anglického jazyk. Participantů se účastnilo 52, ve věkovém složení nad 18. roků. Ve výzkumném vzorku bylo 19 žen a 33 mužů.

Pro potřebu tohoto textu, jsou prezentovány následující výsledky vztahující se k popisované teorii tzn. Nové ekonomické migraci.

V rámci jednotlivce: zcela chyběl důvod migrace se záměrem peněžních převodů domů neboli remitence, kdy důvodem odchodu je výdělek peněz a následné zasílání rodinným příslušníkům. Remitence je typická pro migraci osob z jihovýchodní Asie např. Filipíny, Vietnam, Bangladéš. Pro osoby ve výzkumném vzorku, našeho realizovaného výzkumu však tento faktor remitence nebyl zaznamenán. V rámci zrealizovaného výzkumu můžeme konstatovat, že se nejedná o migraci jejíž primárním cílem jsou peněžní převody migrantů domů, do jejich země původu. V rámci jednotlivce dle výzkumu, můžeme konstatovat v kontextu výzkumu, že je cílem přivézt svoji rodinu do nové země působnosti v časovém horizontu do jednoho roku, což se následně při výzkumu v rámci žen a dětí, kteří byli zahrnuti do výzkumu potvrzuje jako reálné časové hledisko.

V rámci rodiny:

Nejprve odchází muž, následně po půl roce až roce odchází žena, na cestu použije peníze z prodeje nemovitosti či cenností nebo jsou peníze darovaný prarodiči. Jedná se tedy o situace, kdy muž je v nové zemi výdělečně činný a žena s dítětem odchází za manželem. Všechny ženy ve výzkumu poukázali na vlastní strach či obavu z nejisté situace v nové zemi a to z pohledu bydlení, životní úrovně, zařazení do společnosti, zařazení dětí do vzdělávacího systému. Konstatujeme, že cílem je dostat, resp. přemístit celou rodinu, která je schopna cesty do Evropy. Tradice rodiny a společného soužití uváděli participanti jako životní hodnoty, které jsou velmi vyznávané.

Diskuze:

Určitým limitem nové teorie migrace je to, že nevysvětluje migraci celých rodin, ale jen určitých členů. Taktéž se zaměřuje pouze na nabídkovou stranu migrace, tedy na podmínky v zemi původu, které iniciují migraci. Na migraci celých rodin se zaměřil Mincer (1978), který zkoumá vliv rodinných vazeb na pravděpodobnost migrace a následné dopady na zaměstnanost a příjmy členů rodiny. (pozn. autorky: v současné době, však nebyl tento vliv nově zkoumán, resp. nebyl publikován v rámci empirie). Při rozhodování o migraci hraje roli pouze čistý příjem celé rodiny, nikoliv příjem jednotlivce. Rodina se rozhodne migrovat v případě, kdy čistý příjem rodiny bude vyšší než související náklady. Náklady na migraci rostou s počtem členů a tedy velikostí rodiny. S velikostí rodiny rostou také výnosy z migrace avšak méně než související náklady. Rodina jako celek má tendenci být méně mobilní než jednotlivec. Pokud se v rodině vyskytují děti školního věku, tak tento faktor omezuje migraci, zatímco přítomnost dětí předškolního věku migraci zvyšuje. Což může být způsobeno vidinou lepšího vzdělání v případě migrace. Autorka poukazuje na skutečnost, že pokud člen rodiny nemigruje z vlastního přesvědčení, tak bude v cílové zemi čelit nižšímu příjmu než v zemi původu a taktéž se u něj snižuje pravděpodobnost nalezení práce.

Nezaměstnanost mužů se prostřednictvím migrace snižuje, zatímco u žen nezaměstnanost migrace zvyšuje. Tento fakt je daný především tím, že ženy jsou často ty, které migrují kvůli svým manželům, partnerům, kteří získali práci v zahraničí. Rodina jako celek se rozhodne k migraci v případě, kdy celkové zisky jednotlivců vykompenzují ztráty zbylých členů rodiny.

Závěr:

Důvodů, které vedou k migraci, může být mnoho, ale obecně se lidé snaží si pomocí migrace zajistit lepší podmínky k životu. Proces migrace ovlivňuje jak zemi původu, ze které migranti odcházejí, tak cílovou zemi, která se musí potýkat s nárůstem obyvatel. Do popředí zájmu se tak dostávají determinanty ovlivňující rozhodnutí migrovat. Různé teoretické přístupy k migraci přináší několik náhledů na to, co je příčinou migrace. Avšak neexistuje mezi nimi jednoznačná shoda na jednotlivých faktorech. V popředí zájmu stojí především ekonomické faktory, které jsou mnoha teoriemi vyzdvihovány jako ty hlavní. Ovšem poslední dobou přibývá empirických prací, které soustředí svou pozornost k často opomíjeným faktorům migrace. Jedná se především o kulturní a institucionální blízkost zemí, která může hrát roli při volbě cílové země. Tento text tak navazuje na současný zájem o neekonomické příčiny směřování migračních toků, které se mohou stát či stávají podnětem pro potencionální empirické výzkumy.

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Non academic papers

Implementace Agendy udržitelného rozvoje do roku 2030 v Evropské unii – udržitelný rozvoj jako nástroj efektivní regulace
Lukáš Pokorný

Rok 2015 byl z hlediska agendy udržitelného rozvoje přelomovým. Na Summitu OSN (25. – 27. 9. 2015) byly přijaty Cíle udržitelného rozvoje (SDGs), které byly vyjednány v souladu se závěry Konference o udržitelném rozvoji Rio+20 a s ohledem na končící platnost Rozvojových cílů tisíciletí. SDGs jsou součástí širší „Agendy udržitelného rozvoje do r. 2030" (také „Agenda 2030", resp. ASD2030), která vedle samotných cílů zahrnuje také část věnující se financování rozvoje, přenosu technologií a globálního partnerství. ASD2030 představuje doposud nejambicióznější a nejkomplexnější soubor hlavních zásad rozvoje, který mají státy implementovat do r. 2030. Vedle univerzality ASD2030 je pro ni charakteristický důraz na provázanost jednotlivých složek rozvoje, který budou muset členské státy ve svých domácích a zahraničních agendách zohlednit.

Implementace ASD2030 představuje zásadní výzvu také na úrovni EU. Ta v procesu vyjednávání hrála v mnoha oblastech vůdčí úlohu a významně tak ovlivnila výslednou podobu ASD2030. Historicky je oblast implementace udržitelného rozvoje v EU pevně spjata právě s relevantními globálními procesy. První Akční program pro životní prostředí (Environmenal Action Programme – EAP) z r. 1973[74] vycházel ze závěrů přelomové globální konference konané v r. 1972 ve Stockholmu.[75] Také vtělení udržitelného rozvoje do primárních dokumentů EU v r. 1997 bylo nepřímým důsledkem závěrů vyplývajících z Konference o životním prostředí a rozvoji konané v r. 1992 v Rio de Janeiro. Amsterodamská smlouva následně uznala udržitelný rozvoj jako rámcový cíl evropských politik a vytvořila předpoklad pro vypracování samostatné Strategie udržitelného rozvoje v roce 2002.[76] Ta byla aktualizována v r. 2006 a v této podobě definovala 7 zásadních výzev[77], jejichž řešení bylo předmětem vyhodnocení v r. 2009. Závěry Rady EU k tomuto vyhodnocení[78] konstatovaly, že „strategie představuje dlouhodobou vizi a politický rámec a je vodítkem pro všechny politiky a strategie EU, včetně jejich globální dimenze". Avšak další vyhodnocení, resp. revize této strategie, určená Evropskou radou na rok 2014 a cílená na implementaci výsledků Konference o udržitelném rozvoji („Rio+20") již neproběhla.

Vedle samostatné strategie udržitelného rozvoje, explicitně určené k implementaci udržitelného rozvoje na úrovni EU, je model rozvoje zohledňující sociální a environmentální dimenzi také náplní dalšího strategického dokumentu, jmenovitě strategie Evropa 2020. Ta byla přijata v roce

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74 Aktuálně platný 7. EAP byl přijat 20. 11. 2013.

75 UN Conference on Human Environment, Stockholm, 1972

76 EU Sustainable Development Strategy, Gothenburg, 2001

77 1) změna klimatu a čistá energie 2) udržitelná doprava 3) udržitelná spotřeba a výroba 4) ochrana a využívání přírodních zdrojů 5) veřejné zdraví 6) inkluze, demografie a migrace 7) globální chudoba a výzvy pro udržitelný rozvoj

78 Viz http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%2016818%202009%20INIT

2010, také jako odpověď EU na finanční krizi z roku 2008. Se svými třemi hlavními prioritami[79] má tato strategie předcházet negativním externalitám neomezeného růstu, jakými je např. nerovnost či degradace životního prostředí. Posledně zmiňovaná oblast byla motivem pro zahájení procesu „ozeleňování" Evropského semestru dokončeného v roce 2014.[80] V aktuální Evropské komisi spadá oblast EU2020, ale nově také udržitelného rozvoje, do portfolia prvního místopředsedy EK, Franse Timmermanse.

K agendě ASD2030 byly na úrovni EU přijaty doposud Závěry Rady EU[81], doplněné o dílčí sdělení EK[82]. Dosavadní pozice však obsahují pouze obecné priority, které měly být doplněny tak, aby bylo jasné, jakým způsobem bude univerzální ASD2030 implementována na úrovni EU. V podobném obecném duchu se o ASD2030, resp. SDGs, mluví v Globální strategii EU schválené na neformálním zasedání Evropské rady 29. června 2016.[83]

Zástupci Evropské komise při několika příležitostech oznámili, že se EK na podzim roku 2016 chystá vydat sdělení "Sustainable Development: A Mapping of the EU's internal and external policies", kde by mělo dojít ke zmapování současných vnějších a vnitřních aktivit EU, které mohou mít návaznost na témata Agendy 2030. Tento příslib se opírá o část programu práce Junckerovy komise, ve kterém je deklarováno odhodlání

„...to set out a new approach to ensure Europe´s economic growth and social and environmental sustainability beyond the 2020 timeframe, taking into account the Europe 2020 review and the internal and external implementation of the UN SDGs".

Sustainability Now!

Z výše uvedeného je evidentní, že implementace ASD2030 v EU bude vyžadovat vzájemnou interakci doposud oddělených politik a procesů kontrolovaných odlišnými částmi byrokratického aparátu EU. I přes vnitřní rozdíly ve stupni implementace udržitelného rozvoje je EU svými sektorovými politikami v mnoha oblastech daleko před ostatními regiony světa. Zároveň je ale potřeba konstatovat, že některé sektory se vyznačují existencí oblastí, ve kterých bude implementace SDGs problematická. Nepřímou součástí či důsledkem existence těchto problematických oblastí je jistá deziluze mezi obyvateli členských států EU, kteří cítí ohrožení svého dosavadního způsobu života. Jak vyplývá z analytické práce OECD, jednou z nejpalčivějších oblastí, která působí jako multiplikátor ostatních problémů, je narůstající nerovnost ve státech OECD způsobená globalizací a dalšími faktory.[84]

ASD2030 má z tohoto pohledu potenciál – pokud bude dostatečně komunikována s veřejností

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79 Chytrý růst – ekonomika založená na vědomostech a inovacích / Udržitelný růst – prosazování konkurenceschopného hospodářství, které je zelenější a lépe využívá zdroje / Inkluzivní růst: podpora výkonné ekonomiky přispívající k sociální a teritoriální kohezi.

80 Evropský semestr je hlavní monitorovací mechanismus EU2020, který probíhá v jednoročních cyklech a jehož hlavními nástroji jsou tzv. Country-specific Recommendations (CRS) vydávané pro každý ČS.

81 A Transformative Post-2015 Agenda (doc. 16827/14, A/RES/70/1)

82 Viz Rámcová pozice ČR k unijnímu a mezivládnímu dialogu k rozvojové agendě po roce 2015.

83 Viz závěry Evropské rady z 29.6.2016 (zde: http://www.consilium.europa.eu/en/press/press-releases/2016/06/28-euco-conclusions/)

84 Viz „Divided We Stand", zde: http://www.keepeek.com/Digital-Asset-Management/oecd/social-issues-migration-health/the-causes-of-growing-inequalities-in-oecd-countries_9789264119536-en#page39

– pomoci EU najít vizi rozvoje do roku 2030 a dál. Je to právě nedostatečná kapacita EU krize předjímat, která se do značné míry podílí na ztrátě důvěry občanů EU v integrační proces.

Institucionální správa udržitelného rozvoje

Zatímco samotná vyjednávání ASD2030 se vyznačovala významným zapojením a aktivitou EU, resp. Evropské služby pro vnější činnost, potažmo EK, je pouze částečně evidentní, jakou váhu přikládá vedení EK samotnému konceptu udržitelného rozvoje. Mnoho zemí EU si uvědomuje, že i přes zásadní úlohu národních států, které budou o implementaci SDGs informovat samostatně přímo do OSN, je role EU v tomto ohledu podstatná. Mnoho z nich proto volá po zpracování nové, či aktualizaci doposud platné strategie udržitelného rozvoje. Podobnou výzvu ostatně Evropské komisi adresoval i Evropský parlament (EP), který ve svém stanovisku požaduje vypracování komplexní strategie pro implementaci 17 SDGs, včetně přijetí mechanismu vyhodnocení a konsistence s Pařížskou dohodou.[85] A konečně, podobné stanovisko ve své analýze zaujímá také Karl Falkenberg, v současnosti poradce předsedy EK pro udržitelný rozvoj, který vyzývá k bezodkladnému přijetí politické deklarace k udržitelnému rozvoji na nejvyšší úrovni, tedy Evropské rady.[86] Bude proto zajímavé sledovat, jakým způsobem se EK ke svého druhu konkurenčnímu konceptu udržitelného rozvoje postaví ve svém říjnovém sdělení.[87]

Součástí procesu definice implementačních nástrojů ASD2030 v EU by v první řadě měla být identifikace té formace Rady, která bude mít za udržitelný rozvoj primární zodpovědnost. Vzhledem k centrálnímu postavení ASD2030 jako konceptu postihujícímu sociální, ekonomickou a environmentální dimenzi rozvoje by bylo vhodné, aby se zodpovědnost přesunula z formace Rady pro zahraniční záležitosti do formace Rady pro všeobecné záležitosti (GAC). Za druhé by mělo být vyjasněno, zda bude EK pokračovat v implementaci ASD2030 skrze své sektorové politiky – navzdory proklamacím obsaženým například v Roční analýze růstu 2016 – či zda přistoupí k přepracování či přijetí zcela nové Strategie udržitelného rozvoje EU.

Jakýmsi hybridním řešením by bylo přistoupit ke střednědobé revizi strategie Evropa 2020 a změnám v evropském semestru, který ji provádí, tak, aby se co nejvíce přiblížila implementačnímu nástroji ASD2030. Jako zásadní se v tomto ohledu jeví využití existujících nástrojů, také s ohledem na již započaté procesy, které měly implementaci strategie EU2020 přiblížit více konceptu udržitelnosti, jako je např. zmiňované ozelenění evropského semestru.[88] Tento proces měl stanovit vhodný rámec k zajištění takového budoucího růstu a konkurenceschopnosti, které se budou vyznačovat udržitelností a účinným využíváním zdrojů v souladu se zásadami oběhového hospodářství. Samozřejmě, pokud by měla revize EU2020 přinést kýžené změny a tím definovat tuto zásadní strategii jako implementační nástroj ASD2030, bude potřeba výrazných úprav, resp. rozšíření záběru EU2020.

85 Viz http://www.europarl.europa.eu/sides/getDoc.do?type=TA&language=EN&reference=P8-TA-2016-0224

86 Sustainability Now! A European Vision for Sustainability, EPSC Strategic Notes, Issue 18, 20.7.2016, s. 10, zde: http://ec.europa.eu/epsc/pdf/publications/strategic_note_issue_18.pdf

87 K charakteristice konkurence konceptů EU a OSN více níže na s. 4

88 Viz závěry Rady ve formaci životní prostředí „Ozelenění evropského semestru a strategie Evropa 2020" (říjen 2014).

Vedle určení relevantní formace Rady zodpovědné za ASD2030 a podoby procesu implementace ASD2030 v EU, bude zásadní také zajistit integrovaný přístup k implementaci ASD2030 napříč ředitelstvími Evropské komise. Ta v úvodu svého funkčního období deklarovala efektivnější regulaci jako svou prioritu. Frans Timmermans k přijetí balíčku Better Regulation uvedl:

"This Commission is determined to change both what the Union does and how it does it. Better regulation is therefore one of our top priorities. We are listening to the concerns of citizens and businesses – especially SMEs - who worry that Brussels and its institutions don't always deliver rules they can understand or apply. We want to restore their confidence in the EU's ability to deliver high quality legislation. Better regulation is not about "more" or "less" EU rules, or undermining our high social and environmental standards, our health or our fundamental rights. Better regulation is about making sure we deliver on the ambitious policy goals we have set ourselves in the most efficient way."[89]

ASD2030 představuje v tomto ohledu důležitý doplněk balíčku Better regulation, neboť integrovaný přístup a koherence politik je jedním ze základních předpokladů úspěšné implementace ASD2030. Její optikou je proto možné nahlížet také na oblast efektivnější regulace. Důležitou součástí této části činnosti EK se přijetím zmiňovaného balíčku stal také nástroj, resp. nový institut Regulatory Scrutiny Board.[90] Ten od 1.7.2015 nahrazuje Impact Asessment Board, od kterého se odlišuje větší nezávislostí a delším a širším mandátem.[91] EK by měla tohoto nově vytvořeného institutu využít k posuzování politik vis-á-vis ASD2030, čímž by byla na pracovní úrovni zajištěna kompatibilita legislativních návrhů a strategií a politik s hlavními principy ASD2030.

Na politické úrovni by kompatibilita politik EU s ASD2030 měla být zajištěna jmenováním „zmocněnce EU" pro udržitelný rozvoj. Jeho role by byla zásadní jednak v prosazování konceptu udržitelného rozvoje v raných fázích definice sektorových politik, ale svou úlohu by mohla taková osobnost sehrát i ve většině členských států, kde role zmocněnce či ambasadora pro udržitelný rozvoj chybí. Z hlediska viditelnosti politik EU – tak důležitého faktoru s ohledem na současnou krizi důvěry v EU – by dostatečně známá a kvalifikovaná osoba mohla pomoci k překonání nejednoznačného „vnějšího" obrazu EU. Srozumitelnou vnější prezentací snáze identifikovatelné a výrazné osobnosti by se automaticky předcházelo zmatení, které pro mnohé představuje vnitřní institucionální diferencovanost EU (tzn. EK, resp. EEAS vs. EU PŘES vs. členské státy).

EU a OSN – kolegové nebo konkurenti?

Členské státy, jak již bylo uvedeno výše, budou v implementaci ASD2030 sehrávat logicky zásadní úlohu: jsou to právě členské státy OSN, zastoupené v nejvyšším rozhodovacím orgánu OSN, Valném shromáždění, které vykonávají skrze orgány OSN Chartou dané pravomoci. Na rozdíl od členských států, role EU – jako regionální organizace – je v OSN zásadně odlišná.

89 TZ ze dne 19.5. k balíčku Better Regulation Agenda. Viz: http://europa.eu/rapid/press-release_IP-15-4988_en.htm

90 Složení RSB, včetně základních statistik jeho činnosti dostupné zde: http://ec.europa.eu/smart-regulation/impact/iab/members_en.htm

91 Více zde: http://ec.europa.eu/info/law-making-process/regulatory-scrutiny-board_en

I přes právní subjektivitu, danou EU Lisabonskou smlouvou[92], vystupuje EU v orgánech OSN jako pozorovatel, na úrovni tzv. major groups. Práva a povinnosti vyplývající z tohoto postavení byly upraveny Rezolucí Valného shromáždění A/65/L.64/Rev.1, ve které je v návaznosti na změny vyplývající z Lisabonské smlouvy definováno postavení EU v OSN.[93]

EU je vzhledem k OSN pouze jednou z regionálních organizací, bez práva volby či možnosti rozporovat rozhodnutí předsedy daného orgánu OSN. Z tohoto důvodu není EU ani vázána rozhodnutími VS, tudíž ani tím, kterým byla přijata ASD2030.

Z výše uvedeného vyplývá, že není důvod se domnívat, že EU, resp. EK, plně podřídí své propracované sektorové politiky globální vizi, která se v zájmu nejednoduchého kompromisu musela vzdát některých důležitých kvantifikovatelných cílů. I přes jasně deklarovanou připravenost plně podporovat multilateralismus, jehož jádrem je OSN[94], působí EU v některých oblastech jako konkurent OSN, který má své vlastní procesy (zájmy) a nástroje jejich prosazování.

Závěr

Závěrem je tedy možné konstatovat, že bez jasného zadání členských států nelze od EK očekávat přijetí kroků k urychlené implementaci ASD2030 na úrovni EU. Evropská komise je ostatně z mnoha stran kritizována právě za těžko pochopitelné zpoždění celoevropské implementace ASD2030.[95] Bude proto velmi důležité, aby měly členské státy jasné priority: ty by se měly zaměřit jak na substantivní část implementace ASD2030, kde by měly požadovat identifikaci a nápravu nejproblematičtějších oblastí politik EU (a jejich dopad na globální úrovni), tak na procesně-administrativní aspekt celého procesu. Zde by mělo být hlavním požadavkem jednoznačné vyjasnění kompetencí jak v Radě, tak v samotné Evropské komisi. Důležité v tomto ohledu bude vyhnout se duplicacím a dostát cílům agendy Better Regulation s tím, že členské státy EU by měly jasně deklarovat, že implementace ASD2030 na úrovni EU pro ně musí představovat přidanou hodnotu. Je nepřípustné – a také v přímém protikladu k étosu efektivnější regulace – aby byl například zaveden nový monitorovací mechanismus, který by byl vedle globálních indikátorů a obsáhlého reportingu ČS do EUROSTAT pouze zbytečnou administrativní zátěží.

Agenda udržitelného rozvoje do roku 2030 představuje pro EU a její členské státy příležitost k revizi dosavadních politik, ale i definici odvážné vize či vizí pro dalších 15 let. EU stála v popředí procesu vedoucímu k přijetí 17 Cílů udržitelného rozvoje a měla by i nadále hrát vůdčí úlohu: nejen ve světě, ale také na evropském kontinentě trpícím deziluzí z evropského projektu.

92 Viz čl. 49 Smlouvy o EU.

93 http://www.un.org/press/en/2011/ga11079.doc.htm. Rezoluce A/65/L.64/Rev.1 zde: https://documents-dds-ny.un.org/doc/UNDOC/LTD/N11/309/29/PDF/N1130929.pdf?OpenElement

94 „The EU will promote a rules-based global order. We have an interest in promoting agreed rules to provide global public goods and contribute to a peacefuland sustainable world. The EU will promote a rules-based global order with multilateralism as its key principle and the United Nations at its core." (EU Global Strategy, s. 8).

95 Viz např. analýza Sustainability Now!, s. 10. („A Declaration should urgently be drafted considering that the UN decision is almost one year old").

Hodnocení udržitelného rozvoje na úrovni obcí a měst v České republice

Sustainability assessment at a local level in the Czech Republic

Svatava Janoušková, Tomáš Hák, Petr Švec

Abstract

In 1988, the World Health Organisation (WHO) initiated the international Healthy Cities Project, and invited major European cities to participate. In 1994, the Healthy Cities of the Czech Republic (HCCZ) was founded – presently it is the only association of Czech municipalities that stipulates in its statutes to consistently work towards sustainable development, health, and the quality of life in cities, municipalities and regions of the Czech Republic. Since 1998, over 130 HCCZ member cities, towns and regions have been applying monitoring of the quality of life according to a WHO and HCCZ methodology, co-operating with a wide range of HCCZ's expert partners. The paper describes in detail an approach and methodology of the Healthy Cities – supported by the Ministry of Environment – towards sustainability assessment at a municipal level. A precious feature of the assessment is that is has been designed as self-assessment. It means that the assessment – called Sustainability Audit – is conducted by municipalities themselves based on a common approach. A comprehensive methodology covers ten themes (governance, environment, health, economy, education, culture and leisure, social conditions, global responsibility) that are assessed by selected indicators. They have been carefully selected (based on data availability and sustainability criteria) and tested over several past years to verify their applicability. The Audit is checked by a team of experts and based on the results the municipality receives a grade (a system of four grades – from "D" to the highest "A" level). In 2008 the database system for strategic management in cities "DataPlan" obtained the Innovation Award from the Ministry of Interior.

Zdravá města – praktická implementace udržitelného rozvoje

Zdravá města (WHO Healthy Cities) je globální program Světové zdravotnické organizace (WHO). Vedle dlouhodobé priority – lidského zdraví – prosazuje a podporuje i celkovou kvalitu života. K dosažení těchto cílů vytváří a implementuje nástroje pro strategického plánování. Zapojení do programu Zdravá města vyžaduje explicitní závazek municipalit tyto cíle a priority naplňovat, tj. nastavit mechanismy řízení tak, aby docházelo k žádoucím institucionálním změnám, ke spolupráci mezi zainteresovanými sektory, k širokému zapojení veřejnosti atd.

Globální iniciativu Zdravá města reprezentuje zejména Evropská síť Zdravých měst WHO

(WHO European Healthy Cities Network), která sdružuje jednotlivé municipality a národní sítě Zdravých měst (v Evropě je to již okolo 1400 municipalit). Jednou z evropských sítí je i Národní síť Zdravých měst České republiky (NSZM ČR), která vznikla v roce 1994. Sdružuje 130 měst a obcí, mikroregionů, krajů a místních akčních skupin. Cílem NSZM je systematicky podporovat praktickou realizaci hodnot, kterými jsou udržitelný rozvoj, zdraví a kvalita života a to ve vazbě na strategické dokumenty ČR, jako např. Strategický rámec udržitelného rozvoje ČR, Strategie regionálního rozvoje ČR 2007-2013, Strategický rámec rozvoje veřejné správy pro období 2014-2020, Koncepce podpory místní Agendy 21 v ČR ad.

NSZM poskytuje svým členům systematickou metodickou podporu v prosazování udržitelného rozvoje a zdraví na principech místní Agendy 21 (MA21) i na principech vytyčených WHO. Dlouhodobě se NSZM také snaží prosazovat tyto principy do důležitých koncepčních a strategických materiálů ČR. V současnosti NSZM usiluje o to, aby se nové globální Cíle udržitelného rozvoje (Sustainable Development Goals, SDGs) – zejména cíle zdraví a udržitelného rozvoje na municipální úrovni – promítly do připravované národní strategie udržitelného rozvoje „Česká republika 2030".

Monitoring a reporting

NSZM své členy metodicky vede k systémovému uplatňování MA21 a k podpoře zdraví a k vyhodnocování pokroku k udržitelnosti. Meziresortní Pracovní skupina pro MA21 při Radě vlády pro udržitelný rozvoj stanovila kritéria, která představují konkrétní aktivity/úkony, jejichž uskutečnění vede k zařazení do kategorie „A" až „D" v rámci metody MA21. Nejvyšší hodnocení „A" dosahují obce, jež propojují jednotlivé oblasti udržitelného rozvoje a zdraví do komplexního strategického řízení pod kontrolou zastupitelstva samosprávy.

NSZM ve spolupráci s Pracovní skupinou v letech 2010-2012 připravila Metodiku pro posuzování udržitelného rozvoje měst v ČR, zejména pro účely měřitelnosti výstupů metody MA21. Města podle Metodiky zpracovávají vlastní „Audit udržitelného rozvoje", a to na základě sady téměř dvou stovek povinných a doplňkových indikátorů v deseti tématech odvozených od tzv. Aalborských závazků.

Metodika byla NSZM připravena – a v současné době aktualizována – s cílem poskytnout metodický podklad pro hodnocení kategorie „A" v realizaci MA 21 v ČR. Municipality usilující o kategorii „A" zpracovávají podrobný Audit udržitelnosti založený na stanovených kvantitativních i kvalitativních indikátorech, který poté prochází podrobnou oponenturou provedenou týmem nezávislých odborníků. Výsledné hodnocení je tak výsledkem dialogu mezi uchazečem (municipalitou) a oponenty k jednotlivým tématům. Metodika nezavádí explicitní (kvantitativní) standardy ve smyslu cílových hodnot jednotlivých indikátorů, tyto však mohou být stanoveny ad hoc v průběhu hodnocení jednotlivých oblastí. Přitom musí být brán v úvahu širší kontext situace v ostatních municipalitách v ČR či v zahraničí tak, aby u municipalit kategorie „A" stav jednotlivých témat odpovídal nejlepší srovnatelné praxi dosažitelné v domácích podmínkách a (je-li to možné) srovnatelné praxi s vyspělým zahraničím. Základní myšlenkou hodnocení je postupné zvyšování požadavků z hlediska naplňování principů udržitelnosti, kdy se náročnost kritérií po-

stupně zvyšuje s tím, jak se jednotlivé přístupy dobré praxe a odpovídající zlepšování místní situace stávají standardem u rostoucího počtu municipalit.

Témata udržitelného rozvoje	Oblasti udržitelného rozvoje
1. Správa věcí veřejných a územní rozvoj	1.1 Řízení při správě a rozvoji – úroveň nastavení a provázanost procesů a dokumentů
	1.2 Řízení při správě a rozvoji - efektivní a účelné vykonávání činností, aktivit, naplňování plánů
	1.3 Řízení při správě a rozvoji - komunikace a partnerství na principech MA 21
	1.4 Spokojenost obyvatel s kvalitou života
	1.5 Rozvíjení racionálního funkčního využití a prostorového uspořádání území, případně i polyfunkčního využití budov, přestavbových a rozvojových ploch při využití center měst k bydlení
	1.6 Udržitelné projektování a výstavba, podpora vysoce kvalitní architektury a stavebních technologií
	1.7 Regenerace a znovu využití nevyužitých nebo nevhodně využitých pozemků a staveb, upřednostňování pozemků brownfields před rozvojem na „zelené louce"
	1.8 Regenerace staršího bytového fondu, občanské a technické vybavenosti a veřejných prostranství
2. Životní prostředí	2.1 Kvalita vod, šetření vodou a efektivnější využívání vody
	2.2 Podpora a zvyšování ekologické stability krajiny a biologické rozmanitosti na správním území obce, rozšiřování péče o vymezená přírodní území a zelené plochy
	2.3 Kvalita půdy, ochrana ekologicky produktivní půdy, podpora udržitelného zemědělství a lesního hospodářství
	2.4 Kvalita ovzduší
3. Udržitelná spotřeba a výroba	3.1 Udržitelná spotřeba města
	3.2 Odpadové hospodářství
	3.3 Hospodaření s energií
	3.4 Udržitelná výstavba
4. Doprava a mobilita	4.1 Snižování nutnosti používat individuální automobilovou dopravu a podpora alternativních druhů dopravy
	4.2 Podpora veřejné dopravy a dalších druhů alternativní dopravy (pěší, cyklo)
	4.3 Nízkoemisní vozidla
	4.4 Bezpečnost silničního provozu
	4.5 Snižování vlivu dopravy na životní prostředí a zdraví obyvatel
5. Zdraví obyvatel	5.1 Integrace zdravotních hledisek do plánování a rozhodování
	5.2 Podpora zdraví a prevence nemocí
	5.3 Zdraví obyvatel

Témata udržitel- ného rozvoje	Oblasti udržitelného rozvoje
6. Místní ekono- mika a pod- nikání	6.1 Oživení a podpora místní zaměstnanosti a vzniku nových podniků a firem při zachování principů udržitelného rozvoje
	6.2 Spolupráce s místními podniky a firmami za účelem podpory výměny zkušeností z dobré podnikatelské praxe
	6.3 Udržitelný místní cestovní ruch
7. Vzdělávání a výchova	7.1. Realizace a podpora vzdělávání pro udržitelný rozvoj ve školách a škol- ských zařízeních zřizovaných obcí případně jiným zřizovatelem
	7.2. Podpora NNO a dalších institucí zajišťujících neformální vzdělávání v oblasti udržitelného rozvoje
	7.3. Vytvoření programu vzdělávání, výchovy a osvěty místních obyva- tel (všech cílových skupin) v problematice udržitelného rozvoje a jeho realizace
	7.4. Volnočasové aktivity naplňující zdravý životní styl s ohledem na zacho- vání kvalitního životního prostředí
8. Kultura a místní tradice	8.1 Kvalita vztahu města ke kultuře obecně
	8.2 Vztah k historickému kulturnímu dědictví (kvalita péče o movité i nemovité dědictví, hmotné i nehmotné dědictví na území města)
	8.3 Kulturní a umělecké aktivity (akce), které reagují na potřeby a inicia- tivy občanů
	8.4 Atraktivita a vzhled města
9. Sociální pros- tředí	9.1 Vytvoření a zavádění programů prevence a zmírňování chudoby
	9.2 Zajištění rovného přístupu k veřejným službám a snižování sociálních nerovností
	9.3 Zajištění kvalitního a sociálně-integrovaného bydlení a životních podmínek
	9.4 Zlepšení jistoty, bezpečnosti a prevence kriminality v obci
10. Globální odpovědnost	10.1 Mezinárodní spolupráce měst a obcí
	10.2 Zvyšování povědomí o globálních souvislostech (včetně klimatických změn)
	10.3 Přístup města ke zmírnění klimatických změn

Tabulka: Témata a oblasti hodnocené v Auditu udržitelného rozvoje

Nejvyšší hodnocení – kategorii „A" – zatím získala města Chrudim a Litoměřice. Spolu s údaji z měst, která získala kategorii „B" tak postupně vzniká detailní informační systém o udržitelnosti a podpoře veřejného zdraví v municipalitách. Do budoucna by tyto informace měly sloužit kromě benchmarkingu municipalit také k hodnocení efektivity politik na místní úrovni. Pro inspiraci a výměnu zkušeností o inovativních a především fungujících řešení ve- doucích k udržitelnosti na místní úrovni NSZM vytvořila internetovou databázi DobráPraxe (htt- ps://www.dobrapraxe.cz/). Důležité je, že Metodiku i další nástroje mohou využívat všechny municipality, které chtějí provést hodnocení stavu nebo svých postupů z hlediska udržitelného rozvoje.

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Public Finance for Development Programme – Slovakia's positive footprint in transition countries

Alena Šranková, Viera Orosová, Božena M. Baluchová

Public finance reform is widely regarded as one of the most successful areas in Slovakia's economic transition. Good practice in public finance is critical in order to combat corruption, alleviate poverty and guarantee effective use of government resources.

Since 2009, the UNDP Regional Centre for Europe and the Commonwealth of Independent States has been implementing the regional Programme: 'Public Finance for Development (PFD): Strengthening Public Finance Capacities in the Western Balkans and the Commonwealth of Independent States' with the goal – to strengthen and enhance national capacities within partner countries in the area of public finance by raising awareness, developing analytical capacities and sharing good practice with regard to reforms implemented in Slovakia and elsewhere.

Since 2014 the PFD Programme has been implemented in the framework of the new "partnership project": 'Slovak Republic-UNDP Partnership for Results in the International Development Cooperation'. The project is a partnership development initiative of the MF SR and UNDP. UNDP and MF SR have known what to offer to the partnership, as well as to the partner countries. Slovak experts from MF SR contributed with lessons learned from the economic and social transformation, the reforms, institutions' building and democratization process. UNDP offered well established network of offices, well working implementation mechanism and a team of independent experts. According to both institutions, reforming process must be designed carefully, suit local conditions and capacity and it must be implemented gradually.

Among the main Activities of PFD Programme are listed: policy advice to governmental partners; capacity assessment; institutional development; small grants schemes; trainings, workshops; study visits. **There are three types of beneficiaries of PFD programme in partner countries:** governmental institutions – finance ministries (Ministry of Finance of the Republic of Moldova, Ministry of Finance of Montenegro, Ministry of Finance of Ukraine); other central and local public authorities in partner countries (CPAs and LPAs in Moldova); and non-governmental stakeholders (non-governmental organizations, research institutes, universities, think tanks and media). PFD programme is exclusively funded by the Ministry of Finance of the Slovak Republic (MF SR).

1. Slovak experience from public finance reforms

As a part of PFD Programme, Slovak experience from public finance reforms has been

shared and the recommendations has been provided by the experts from MF SR and other experts **to partner organizations in transition countries** in the region – in partner countries: Moldova, Montenegro (and, very soon, also in Ukraine). Shared Reform initiatives tend to be comprehensive and strategic and focusing on both **developing the institutional and human capacities** for sound and effective management, as well as on the **advancement of public debate** and opinion. First written **reports on lessons learned** were prepared by the experts from MF SR on PFM in the period of 2011-2014 in all areas of assistance – on the following topics: Financial Policy Institute at the MF SR; Reform of the public sector accounting and reporting system; Adoption of ESA95 methodology in Slovakia; Budget reforms in Slovakia; Implementation of programme budgeting in local government of Slovakia; Fiscal decentralisation in Slovakia; Lessons learned from debt and liquidity management in the SR. Reports can be used for inspiration in designing legislative framework or drafting operational guidelines by recipients.

2. Projects in Moldova
2.1 Capacity development for program budgeting (PBB) in Moldova (since 2011)

The objective of the project is to support the Ministry of Finance of Moldova in implementation of program budgeting (PBB) in the government of Moldova and to create conditions for **sustainable capacity development for PBB in central and local public authorities** of Moldova. Strong Moldovan ownership and commitment to the budget reform is a key factor driving successful implementation of the PBB project.

2.2 Strengthening capacities of the Congress of Local Authorities of Moldova in the area of public finance (since 2015)

To support non-governmental stakeholders, a partnership with ZMOS (Association of Towns and Communities of Slovakia), was launched in 2015 to **strenghen capacities of CALM** – The Congress of Local Public Authorities of Moldova in the area of public finance.

Following Achievements have been reached in Moldova: better able to fulfill its strategy to implement PBB on all levels; increased capacity to prepare program budget; higher quality of programs; improved cooperation between MF and line ministries; change in mindset – focus on results; peer learning – Moldovans sharing their knowledge and reform experience in the region;

3. Projects in Montenegro
3.1

Strengthening capacities for macroeconomic and fiscal analysis and forecasting;
Adoption of the European System of Accounts Methodology ESA' 95;
Strengthening capacities for public debt management in Montenegro;
Improving public sector accounting and reporting systems in Montenegro
 (projects implemented since 2010)

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The purpose of the projects was to provide assistance to the Ministry of Finance of Montenegro in **strengthening capacities for macroeconomic, fiscal analysis and forecasting.** Another aim is to support the i**mprovement of the public sector accounting and reporting systems** in Montenegro via adopting the **accrual accounting principles.**

The Financial Policy Institute (FPI) of the Ministry of Finance of the Slovak Republic serves as a model for institutional and capacity building in the Sector for Economic Policy and Development (SEPD) at the Ministry of Finance of Montenegro (MF MN).

3.2 Partnership with Center of Excellence in Finance (CEF) to enhance capacity building in the field of public accounting (since 2015)

The partnership initiative between MF SR, UNDP and Center of Excellence in Finance (CEF) significantly contributes to strengthening capacities of government, civil society and professional community in public accounting practices in Montenegro. The internationally recognized, professional qualification program Public Accountants Certification Training (PACT) in Montenegro, supported by PFD programme is part of the Montenegrin government's efforts to build and strengthen professional qualifications for public sector accountants.

Following Achievements have been reached in Montenegro: organizational re-structuring of the macro-forecasting function at MF; new model for macro-economic and fiscal forecasting; medium-term strategy for transition to aaccrual accounting completed and approved by the government of Montenegro; action plan for strategy implementation developed; certification training program for public accountants launched by CEF.

4. Project in Ukraine
4.1 Needs assessment in public financial management (PFM) in Ukraine (2015)

Based on a preliminary assessment of needs in public financial management in Ukraine, this country became the third beneficiary partner country of PFD Programme in 2015. The needs assessment report for PFM reform in Ukraine and the action plan for PFM reform implementation were developed and presented to the Ministry of Finance of Ukraine.

5. Next steps of 'Public Finance for Development' Programme

Knowledge sharing, networking and sustainable capacity building have been always shared goals in the project implementation and the main factors that will drive PFD implementation and cooperation with our partners in the future. Strong local ownership and Commitment to reforms are the Key success factors of this Programme.

Among the Next steps of 'Public Finance for Development' Programme there are: **Long-term partnerships** to support public finance reforms within the region and beyond the partner countries; **engagement** of non-governmental stakeholders (NGOs, research institutes,

universities, think tanks and media) into the process of **raising awareness** about public finance management (PFM) and transparent, as well as accountable utilization of public funds. It is also necessary to **share the success stories** achieved in PFM within central and local authorities in partner countries. Further **Capacity development** by encouraging local ownership and fostering citizens' commitment to the budget reform is also very important in order to become the ultimate beneficiaries of the PFD Programme.

The official Website of PFD Programme can be found here: http://publicfinance.undp. sk (There have been also created two social media accounts as other channels for success stories sharing and better programme's visibility –Facebook account: https://www.facebook. com/PublicFinance4Development/; Twitter account: https://twitter.com/PubFinance4Dev).

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NAT/678 A European Sustainable Development Civil Society Forum

OPINION of the European Economic and Social Committee on A European Sustainable Development Civil Society Forum
(exploratory opinion requested by the Dutch presidency)

Rapporteur: **Brenda King**
Co-rapporteur: **Roman Haken**

Brussels, 26 May 2016

On 16 December 2015, the upcoming Dutch Presidency decided to consult the European Economic and Social Committee, under Article 304 of the Treaty on the Functioning of the European Union, on

A European Sustainable Development Civil Society Forum
(exploratory opinion).

The Section for Agriculture, Rural Development and the Environment, which was responsible for preparing the Committee's work on the subject, adopted its opinion on 11 May 2016.

At its 517th plenary session, held on 25 and 26 May 2016 (meeting of 26 May), the European Economic and Social Committee adopted the following opinion by 148 votes to one with no abstentions.

Conclusions and recommendations

The Committee welcomes the UN 2030 Agenda for Sustainable Development. It regards the adoption of this agenda together with the Paris COP 21 agreement on climate change as a big breakthrough in setting a global course of action to end poverty, promote prosperity for all and protect the planet's natural resources in an integrated way.

The Committee recommends the creation of a European Sustainable Development Forum (The Forum) in partnership with the Commission and representatives from civil society as a platform involving a broad range of civil society organisations and stakeholders in setting the framework for the implementation of this agenda in the EU, and its ongoing monitoring and review.

The new agenda with its 17 Sustainable Development Goals (SDGs) applies universally to developing as well as to developed countries and will require transformational changes on all sides. The EU and the Member States will have to align all their policies – not solely in development – in a balanced and coherent way.

As one of the driving forces in the preparation of the UN 2030 Agenda, the EU and its Member States should lead by example in putting the 2030 Agenda into practice and setting up the governance framework. The Committee therefore welcomes the Commission's intention to issue a new initiative in 2016 Next steps for a sustainable European future because of its new and most urgent approach to ensure Europe's economic growth and social and environmental sustainability beyond the 2020 timeframe and to implement SDGs in European internal and external policies in an integrated manner[96]. The Committee calls on the Commission to give high priority to this initiative, also incorporating a participatory governance framework. It regards this initiative as a necessary step to strengthen the concept of sustainable development throughout Europe by introducing an integrated strategy for a sustainable Europe in a globalised world with a time horizon of at least 2030 which would frame national implementation.

The Committee commits to contributing to the full implementation of the 2030 Agenda for Sustainable Development in the EU. Based on its longstanding experience in outreach to civil society, the Committee feels particularly suited to contributing to a strong involvement of civil society in this context.

96 COM(2015) 610 final.

At EU level, arrangements for participatory governance need to be further developed in order to strengthen democratic and inclusive decision making and to allow civil society a stronger role.

The Sustainable Development Forum, recommended by the EESC, will facilitate the dialogue and communication between the European institutions and non-governmental stakeholders and between non-governmental stakeholders from different constituencies on progress towards sustainable development in the EU. It will raise awareness of the 2030 Agenda, provide an informed debate and foster ownership on all sides involved.

The Committee is convinced that organising the Forum would be practically feasible and beneficial for the various parties involved. This is based on an in-depth investigation in this opinion, including hearings and meetings where stakeholders expressed support to the idea of establishing the Forum, and considering the very successful example of the European Migration Forum.

Since the management of SDGs at different levels is a new policy area, appropriate governance frameworks still have to be established and consolidated in the coming years. Therefore, the Forum's set up should allow flexibility in order to align it with the evolving overall governance framework.

The Forum should involve representatives from a broad range of organised civil society and stakeholder associations, including the private sector and trade unions. The composition should be as inclusive as possible without compromising the possibilities to manage and operate the Forum efficiently. It should also be open to grassroots initiatives in sustainable development. The participation of academia and research should contribute to a fact-based debate.

The participation of the European Commission at a high level is crucial, representatives from the Council of the EU and the Parliament will be invited and cooperation with the Committee of the Regions is anticipated. National Sustainability Councils and National Economic and Social Councils should be represented, along with similar national bodies devoted to making progress in sustainable development.

The Forum should be managed by a board composed of a majority of members coming from civil society and stakeholder organisations and other members from the Commission and the EESC.

The Forum must be well embedded in the processes of SDG implementation, monitoring and review. It should be organised as a continuous working process, meet at least once a year and address inter alia the EU preparation for the annual UN High-Level-Political-Forum on Sustainable Development. The Forum should serve as a platform to discuss the design, set-up and modalities of the EU framework for SDG implementation. Furthermore, the Forum should facilitate the involvement of its constituency in intergovernmental SDG reviews of Member States.

Hungarian Baptist Aid Case Study: Transferring Central European Development and Democratization Experience to Young Ethnic Leaders in Myanmar

Eszter Kiss, David Gál

Myanmar, known by many as Burma, is one of the world's most isolated and poorest countries. Its population of approximately 51,5 million people (according to the 2014 census) has faced many challenges in the past few centuries, which put the once flourishing 'Jewel of Asia' into deep distress. Since the beginning of the 1960s, the military junta in power had set out to establish socialism, which they wanted to achieve through large waves of nationalization, direct governmental control, and through raising fear among their own people. This led to a continous conflict between the population and the dictatorial military government but all of these uprisings and demonstrations were crushed. However, the groups demanding democracy became partially successful when in 1998, after thirty years of struggling, the first democratic and free elections were held. This brought about the end of socialism, even though the military junta still continued. Finally, the year 2008 brought real change: after a referendum, the new democratic constitution was accepted, which allowed the elections of 2010, the establishment of the parliament, that enabled the nation to develop its democracy, despite the fact that the junta still maintained control within the borders of the country.

The democratic success of 2008 was affected by an unfortunate natural event. On the 2nd of May, Myanmar was hit by cyclone Nargis with winds nearly reaching the speed of 200 km/h. The worst destruction was done at the Ayeyarwady (Irrawady) Delta. The tragic disaster claimed the lives of 84, 537 people, 53,836 people were declared missing, and 19,359 people were injured. The cyclone destroyed the homes of nearly 2,5 million people, making these families completely homeless and without any belongings. The population of Myanmar is extremely vulnerable to natural disasters and the nation's economy largely depends on agriculture and natural resources, which were also affected by Nargis.

It became obvious that Myanmar is in great need of international help in order to recover. Hungarian Baptist Aid (HBAid), using its decade long expertise in international rescue and humanitarian assistance, mobilized immediately after the disaster to offer help.

Hungarian Baptist Aid is an aid and development organization funded in Hungary in 1996. Its humanitarian workers, including the members of the Rescue24 international search and rescue team, have been offering help in different countries after natural or man-made disasters as well as during conflict situations. The goals of the organization are providing

aid, relief, humanitarian and spiritual assistance for the needy, vulnerable, socially outcast in order to ease their difficult situation, striving to create an opportunity for a more human life to live, regardless of nationality, race, religion, political or social affiliation of the beneficiaries. The professional members of the team are highly trained humanitarian workers, medical doctors, nurses, social workers, lawyers, economists, engineers, international relation experts, conductive education therapists, search and rescue specialists, firemen, PR experts, teachers, interpreters, who have worked in places like Afghanistan, Iraq, Kosovo, who have helped in Haiti following the earthquake, in Sri Lanka after the tsunami, or have held trainings for teachers in North Korea working with handicapped children.

While the military junta never granted access to the Search and Rescue team stranded in the Thai capital Bangkok, HBAid's humanitarian professionals were able to obtain tourist visas from Myanmar's Berlin Embassy and could enter the country soon after the disaster. Very restricted in their movement, they worked with local partners on flood assistance and rehabilitation establishing valuable professional relationships for the future.

PHOTO: An elderly survivor in the Irrawady delta who lost his home in cyclone Nargis

As the country is vulnerable to the effects of climate change and natural catastrophes, not only post-disaster assistance is crucial, but the long-term development of disaster management is also necessary to prepare the people of Myanmar for the future, allowing them to prepare, mitigate, and recover better, even without outside help.

This idea is further emphasized by the United Nation's 2030 Agenda. The signatory countries list 17 global goals in sustainable development, including actions so poverty

numbers would decrease, equality would be prominent, and climate change would be handled. These long-term goals aim at root issues, establishing development which benefits all. Amongst these global goals, there is the aiding of governmental leadership in order to decrease crime rates, that human rights would be observed on a wide scale, and that economic development would occur. The Agenda 2030 SGDs, or Sustainable Development Goals, are working on environmental development in order to decrease the effects of climate change, trying to decrease the number of natural disasters, like floods, earthquakes, hurricanes, and tsunamis.

Based on the Nargis experience and the established good relationships, Hungarian Baptist Aid decided to contribute to the advancement of Agenda 2030 in Myanmar, especially SDGs 11 and 17, offering to train local leaders in disaster management, leadership skills and democratic values. With the support of the Hungarian Ministry of Foreign Affairs and Trade, the organizer's main goal was to establish a national leadership network, which can readily respond to natural or man-made disasters, using the know-how received during the trainings, knowledge which then can be passed on to other professionals.

Partnership, inclusion, listening and an open attitude were the key characteristics of the preparation visit that was made to Yangon, Myanmar in the fall of 2014. HBAid vice-president dr. Béla Szilágyi, and international director Dávid Gál met with leaders and future participants, establishing the themes and procedures of the trainings, looking at venues, budgets and accommodation for participants. They also scouted and agreed with the two capable local program directors, who were from local partner organizations. The Myanmar Baptist Convention's (MBC) Social Services and Development department has been an important partner during Nargis and years later they committed great experts to the training program. As a sign of mutual trust and equality in partnership, the selection of participants and local coordination was entirely entrusted to the community program director and the assistant program director, both excellent professionals from Myanmar. Mahn Aung Zaw and Mang Khan Sum had been working in the local structure and had many years of experience working nationwide in the vast country with the Social Services and Development department of the MBC.

Through their leadership and in coordination with many other non-governmental organizations, the participants were selected for the two courses. The organizers took into close consideration the ethnic groups and geographic realities of the country, making sure that participants represented all the minorities and regions of the country.
Myanmar's demography is rich and varying. It is impossible to determine the exact population of the nation due to migration which largely affects the numbers. According to unofficial data, nearly 3 million people have left the country and migrated to Thailand and other nearby countries. The population is estimated to be between the 51,5 million people counted by the 2014 census and 60 million. The ethnic divides also cause major problems

because there are serious disagreements between the Bamar majority and the various minorities. The Bamars make up 68% of the population and the largest ethnic minorities are the Shan, Karen, Mon, Chinese, Indians, Rohingas and the Bengalis.

As SDG 4 clearly aims for "ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all", the program was designed and carefully implemented in this spirit, allowing participants from a diversity of backgrounds to attend.

The administration of the project was done by Hungarian Baptist Aid's Budapest office, where accounting, travel and visa arrangements and many other details were taken care of. Meanwhile, Hungarian financing to the Myanmar partners made it possible to develop the training infrastructure in Yangon, providing laptops, projectors and other tools to the office that coordinated the travel and accommodation of participants, prepared the Burmese language curriculum and the catering arrangements for the 30+ people involved in the trainings.

The first training was held between November 18-22, 2014 in Yangon, in the headquarters of the MBC. HBAid vice-president Dr. Béla Szilágyi was present as a trainer along with Csaba Lukacs, a journalist and communication expert specializing in international aid and development. The roster of trainers was completed by Sandor Horvath, an aid worker and former UN Police peacekeeper with a background in international security. The lectures covered various topics, including the experience of the transition to democracy, international human rights, the types of humanitarian crises and the response to these, emergency action, and the major questions of humanitarian aid and security techniques.

The second training was organized between March 3-7, 2015, in the same location, to the same group of participants but with a deliberate change in the group of trainers. The group included Istvan Madarasz, civil activist, media expert and film producer, Mr. Mahn Aung Zaw Moe the MBC director of the Social Services and Development department, assistant director Mr. Mang Khan Sum, the members of the Green Memo eco-farm and HBAid International director David Gál. The material built on the first week of training and further explored topics of environmental change and its immediate effects, medical questions, water and sanitation (WASH) programs. New topics ranged from refugee camps and their management to refugee rights, and human trafficking. Local trainers shared indispensable knowledge they gathered responding to Cyclone Nargis and other disasters and it was a very good experience to see mutual learning taking place.

The two-week long academic level training was concluded with a grand presentation and award ceremony, which was open for all to attend and to which the local civic organizations and authorities were also invited. Participants representing 18 minorities (including Kachin, Bamar, Chin and Karen ethic leaders) from all over the country received their certificates, the goals of the training were re-emphasized and tokens of mutual respect and cooperation were exchanged, further strengthening the grassroots partnership between the two countries.

PHOTO: Participants and trainers of the Myanmar Leadership and Disaster Management Course

As this case study is concluded, we would like to highlight two important lessons we took away from this very successful and exciting project.

First, the human factor. We considered it a privilege to meet participant Ja Seng Pu and we were greatly inspired by her story. When Cyclone Nargis devastated Myanmar in 2008, Ja Seng Pu was a teenager living in Kachin State (the northernmost part of Myanmar). Three years later, the Kachin War resumed in her home state after fighting broke out between government soldiers and the local independence army, making her life even more vulnerable. She pressed on, working for her community and eventually enrolled into our training in 2014. As a young ethnic Kachin leader, Ja Seng Pu today has knowledge that enables her to be a leader instead of a victim. This knowledge empowers her to work with Kachin IDPs, and enables her to respond well to natural disasters, like the Moekaung Flood in July 2015. Ja Seng Pu now works to alleviate the suffering of victims and boost the resilience of her local community.

Secondly, on sharing knowledge and experience about Hungary's democratic transition (that has begun in 1989) in Myanmar where democracy is less than a decade old. Allow us this analogy. One may admire and somewhat envy an accomplished older relative but will be clueless on how to get to where this relative is in life. However, it is possible to follow in the footsteps of an older brother who is only a couple years ahead in life, close enough to see the good and the bad, the successes and the failures. If the relationship is there and many lines of communication are open, the learning opportunities are much greater than in the first case. Being the "older brother" in democracy, but at the same time being in the same transition generation as our partners from Myanmar, provides a deeper bond of shared experience that allows the free exchange of knowledge, culture, values and personal experience on many levels.

Finally, when yet another flood swept through Myanmar in late 2015, Hungarian Baptist Aid offered financial help for the response. The responding email did not just say "thank you" but also included the line "we're using what you thought us!". To know that our trainees were able to actively participate in the mitigation of the devastating flood not only made us proud but also confirmed that we actually contributed to strengthening the non-governmental sector in Myanmar, helping active citizens on whom a strong democracy can hopefully stand.

PHOTO: Myanmar NGOs responding to the 2015 Moekaung floods

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