



EUROPEAN CENTRE  
FOR MINORITY  
ISSUES KOSOVO



## **Education for Minority Communities:**

### **The Role of Community NGOs in Municipalities**

Report from the project

*'Improving service delivery and minority rights awareness  
at the municipal and civil society levels'*

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## 1 Introduction

This report is the second in a series from the project: **Improving Service Delivery and Minority Rights Awareness at the Municipal and Civil Society Level**. The project seeks to provide support to local municipal authorities and civil society organisations to deliver education to students from minority communities. Specifically, the project aims to ensure that vulnerable communities groups are effectively participating in, and benefiting from, primary and secondary education. Three municipalities have been chosen as case studies in this pilot project: Ferizaj/Uroševac, Peja/Peć and Prizren/Prizren, which have representative populations of minority communities. ECMI Kosovo is working with municipal officials and civil society groups over the period of a year, in order to improve primary and secondary education for minority communities.

This report assesses the role of local non-government organisations (NGOs) in the three municipalities and their activities in the education sector. In the three case study municipalities, the minority population consists primarily of Roma, Ashkali and Egyptian (RAE) communities. As such, the NGOs interviewed in this study are those which serve RAE communities.

Unfortunately, it is difficult to get accurate data on the level of enrolment and retention of minority communities. The NGOs interviewed tend to only have figures for their own community group separate to information about any other minority community. Moreover, NGOs do not have a system of data collection or record keeping. This means that workers with NGOs rely on anecdotal evidence rather than verifiable statistics. There is also no system of tracking enrolment and dropout rates –schools and local government share information informally rather than systematically. Despite this, however, this report evaluates the work of local community NGOs and identifies gaps and shortfalls in relation to their capacity to promote community rights and interests, particularly in the area of education. Based on these findings, ECMI will offer recommendations to strengthen the ability of NGOs to better advocate for the protection of minority communities and serve their specific needs. Moreover, ECMI will suggest some opportunities for collaboration between local NGOs and international organisations such as UNICEF.

This report supplements a separate analysis on the capacity and performance of municipal governments, staff and schools: **Education for Minority Communities – Municipal Staff Capacity and Knowledge Gaps**. These two reports together describe the base-line from which future municipal action plans will be developed. On this foundation, the stakeholders in each municipality will be able to develop a coherent approach to minority protection, and implement strategic measures to improve the delivery of educational services and opportunities to communities in Kosovo.

## 2 NGO Activities in Three Municipalities

The project used three municipalities - Ferizaj/Uroševac, Peja/Peć and Prizren/Prizren – as case studies to investigate the delivery of educational services at primary and secondary levels to minority communities. All three municipalities have a majority Kosovo Albanian

population, but the minority communities in each municipality vary in kind and number. However, none of the case study municipalities have a large Serb community. Instead, in each municipality, there is a substantial population of RAE communities. The relationship between RAE and other communities are relatively stable in all three municipalities.

This report is based primarily on data collected from a series of interviews conducted in Peja/Peć, Ferizaj/Uroševac and Prizren/Prizren on 19-30 January 2009. A total of 8 NGO representatives were interviewed across the three municipalities. These were semi-structured interviews based on prepared research questions, a list of which is attached in Annex A. A full list of interviewees is attached as Annex B to this report.

## 2.1 Ferizaj/Uroševac

The most active civil society groups in Ferizaj/Uroševac are Ashkali and Egyptian. There seems to be no Romani organisations. Three NGOs were interviewed:

- **Dubrava:** is an Ashkali NGO which focuses mainly on education.
- **QHZHLA** (Centre for Research of Development of Integration of Ashkali Community): promotes education and human rights
- **Edona:** is an Ashkali NGO dealing with women rights, health (prevention of epidemics), and education for women and children.

The NGOs reported that there are 352 primary school students from RAE communities; and 16 high school students. In addition, two more are attending university. Across the three levels of education, there are 170 female students and 200 male students. The NGOs reported that they are aware of 27 children from RAE communities who are not attending basic primary school education.

**Dubrava** and **QHZHLA** both reported no instances of discrimination or segregation. However, **Edona** strongly disagreed, and reported that RAE children are often seated at the far back of the classrooms, and more likely to be excluded from classroom participation and activities. RAE students at the back of the class receive less attention from the teachers, and are more likely to suffer difficulties in following the class. **Edona** also reported that the teachers did not attempt to remedy the situation by, for example, re-seating the students or paying more attention to pupils at the back of the class.

The Municipal Education Department in Ferizaj/Uroševac reports that there are 45 students from RAE communities enrolled in secondary school: 8 Romani and 37 Ashkali students (11 female and 26 male). However, according to the above mentioned NGOs, there are only 16 secondary school students from these communities. This may indicate that the municipal government only has initial enrolment figures, and does not have the dropout rates of the students.

However, regardless of which statistic is accurate, the number of students (16 or 45) from RAE communities enrolled in secondary education is extremely low. All three NGOs attributed this to poverty. They reported that many families in the Ashkali and Egyptian communities are unable to cover the costs of school attendance. Further, they reported that

girls were more likely to stop schooling after primary education because they are traditionally expected to take on household duties, and become carers for the family. Some girls also marry very early.

**Dubrava** and **QHZHLA** have provided literacy classes, which have had good results. 39 children have returned to school after attending these remedial literacy classes, and another 69 have completed these classes. **Edona** has conducted campaigns against juvenile marriages, and the reports that the rate of early marriages of young girls have dropped. In addition, the NGOs have provided classes for adults in a range of areas: literacy, English language, computer skills, and a tailoring course for women. Although not directly affecting enrolment or retention rates, these initiatives indirectly support children in education by educating adults, and improving their ability to support children in finishing school.

Although the three NGOs interviewed have all been in operation between 5 to 9 years, they continue to suffer from uncertain funding. All three NGOs expressed frustration and dissatisfaction with the level of funding they have received from the Kosovo government and international organisations, particularly when compared with other Serb and Romani organisations. All three NGOs reported that they have had to suspend activities for the lack of resources.

## 2.2 Peja/Peć

In Peja/Peć, the NGOs interviewed are:

- **RE Orgj Rinore “Ura e re”** (New Bridge Youth Organisation): an Egyptian NGO dealing with youth rights, education, and sport activities;
- **Piramida** Youth Network: an Egyptian NGO which promotes education and culture.

Both of these NGOs receive funding from the Italian organization **Tavolo Trentino con il Kossovo** (ITTK). However, the NGOs are operated with the help of volunteers.

In Peja/Peć, the Roma population tend to speak Albanian rather than Romani. This means Roma students attend Albanian language classes, together with Albanian, Ashkali and Egyptian students. None of the NGOs reported any instances of discrimination.

According to the NGOs, 2% of eligible children do not attend primary school, however, the rate increases to 30% for secondary school. The poor enrolment rate in high school is attributed to lack of parental support. NGOs reported that traditional gender roles means that girls are expected to stay home and care for the household, or marry early.

These NGOs conduct literacy classes, which has decreased the number of illiterate adults and also helped to increase the number of students enrolled at university.

## 2.3 Prizren/Prizren

The NGOs interviewed for the study all served Roma communities. These are:

- **Inicijativa 6** (Initiative 6): a RAE NGO supporting education on children’s rights, returns, community capacity-building and development;
- **Romani baxt** (Romani soul): a RAE NGO promoting the involvement of the community in decision-making, increasing awareness of the community. It also supports education and cultural activities;
- **Durmish Aslano** promotes Roma culture through theatre and folklore; It also deals with education, culture and media

One NGO **Inicijativa 6** was active in raising awareness of minority rights and education. The other who **Durmish Aslano** was focused on the preservation and promotion of Romani culture and also run a Romani radio station in the municipality. Prizren was unique in the level of cooperation between these three NGOs: all were aware of each other’s work and reported that they worked cooperatively. The NGOs reported that their activities had resulted in increased enrolment at both primary and secondary school levels.

The NGOs reported that there is a shortage of Romani teachers, and thus Roma children cannot access education in their own language. Similarly, there is a lack of materials of the Kosovo curricula in Romani. The NGOs knew of two Roma students who have finished tertiary education. However, they reported a large number of unemployed Roma with secondary education.

All three NGOs interviewed were critical of the lack of cooperation between municipal government, schools, and NGOs. The lack of a coherent approach and cooperation between the parties was an obstacle to improving education for RAE communities.

### **3 The Role of NGOs in Minority Education**

#### **3.1 Perspectives and Responses in Municipalities**

NGOs across all three municipalities identified the following as factors that contributed to the low enrolment and retention rates for students from RAE communities:

- i. **Poverty:** families which cannot afford basic resources such as food, clothing, shoes, textbooks, school materials, or a home environment that is conducive to studying. Moreover, children from settlements are less likely to attend school. These settlements are extremely poor, and suffer from a lack of basic services such as electricity, sanitation and water. In particular, approximate 50% of returnee children are not enrolled in school.
- ii. **Low level of education among parents:** NGOs reported that another common factor among students who dropout is the poor level of education received by their parents. Parents who have received no education, or only minimal levels of education, are often unable to support their children in school. Moreover, these parents are often unemployed, or have poor job security.
- iii. **Lack of enforcement of compulsory primary education laws:** NGOs expressed concern that the government has not taken any measures to enforce the laws on compulsory education. There was a general sense of frustration that municipal

- government was not doing enough to ensure the enrolment and retention of minority communities in education.
- iv. Poor retention rates among girls: NGOs also expressed concerns that girls from RAE communities are more likely to drop out of school and less likely to enrol in high school than boys of the same age. This was attributed to a culture of early marriages for girls, and a tradition of girls acting as carers in the household.
  - v. Lack of implementation of **Government Strategy on the Integration of RAEs** in Kosovo. NGOs expressed concerns that there was no sign of any measures to implement of the strategy at municipal level.

Within their municipality, the NGOs conducted activities that addressed the problems particular to their area. Initiatives reported by the NGOs include:

- i. Literacy classes for both adults and children.
- ii. Extracurricular remedial classes for children.
- iii. Year-long intensive primary school completion courses for both adults and children.
- iv. Sports and social activities that are aimed to promote the integration of students from RAE communities with other students.
- v. Health and hygiene classes for children and their family.
- vi. Free textbooks provided to students.
- vii. Summer camps for RAE children intended to encourage students to remain at school and to promote the importance of learning.
- viii. Library established to encourage reading among students.
- ix. Scholarships established for RAE students.

In addition, NGOs reported that they provided vocational training to adults such as tailoring, computer skills and English language.

In general, NGOs did not recognise areas of discrimination or segregation. Some staff identified the lack of primary education in Romani, but did not view it as an example of discrimination. There is a tendency to view discriminatory practices as the norm: for example the overall low level of enrolment for students from RAE communities, and their poor performance at schools. Workers seem to view the problems experienced by RAE students either as isolated cases attributed to poverty and socio-economic factors, and do not connect these issues with broader discriminatory practices.

### 3.2 Comparisons with Other NGOs

This study focused on the NGOs operating in Ferizaj/Uroševac, Peja/Peć and Prizren/Prizren. However, in order to gain a more balanced view of the activities of NGOs in these municipalities, ECMI also looked at the work of six NGOs based in Prishtinë/Priština and Fushë Kosova/Kosovo Polje. The following NGOs were interviewed in Prishtinë/Priština and Fushë Kosova/Kosovo Polje:

- **Balkan Sunflower Kosova:** is an international grass-root organization with its primary focus on communities, human dignity, and children and youth.
- **Eyes of the Future:** mainly dealing with education trainings for adults and human rights advocacy;

- **Sunshine:** a RAE NGO promoting education and human rights;
- **RROGAEK, Network of Women:** educational trainings for women, women human rights;
- **Learning Center Fidan:** has established youth education centres which offer language trainings and computer trainings;
- **Student Organization “Hieroglifit”:** focuses on youth education, advancing the position of RAE communities.

These NGOs operate with similar mandates to the municipal organisations, but at a more centralised Kosovo-wide level. Their activities tend to be more rigorous, resourceful and effective than the NGOs interviewed in the three municipalities. In particular, NGOs in Prishtinë/Priština and Fushë Kosova/Kosovo Polje have more relationships and connections with government offices and other agencies. In particular, these agencies are better at monitoring the progress of government implementation of legislation and policy. NGOs at municipal levels tend to have lower intensity and lower impact activities. Moreover, these NGOs are generally more proactive in identifying instances of discrimination.

In Fushë Kosova/Kosovo Polje, NGOs reported that parent-teacher councils had a positive impact on the enrolment and retention of students from RAE communities. However, the main reason for dropouts remains poverty. Again, girls are less likely to continue onto secondary education, with early marriage and traditional gender roles being the primary cause.

### 3.3 Challenges

The list of activities undertaken by NGOs is broad and varied. It demonstrates the admirable ability of some NGOs to think creatively and to target problems identified as specific to their communities. These programmes are implemented locally, and often in response to demands of the communities. However, NGO workers themselves reported that their organisations lacked influence with local government, and was eager for more opportunity to participate in decisions regarding education in the municipality. The role of NGOs have generally been limited to interventions on behalf of their communities, and remedying gaps left in the education provided by the municipality through small-scale projects and initiatives.

One issue raised by NGO workers themselves is a lack of capacity in networking and lobbying. Staff reported a lack of experience in advocacy for community issues, and a lack of confidence in negotiating relationships with local governments and schools. Workers reported that they tended to concentrate on their own local projects, and do not prioritise networking or forging cooperative relationships either with other NGOs in the municipality or with other NGOs serving the same communities in other municipalities.

NGOs reported that they lack influence within local governments or schools. The failure of NGOs to build cooperative relationships with other stakeholders in municipal education means that the NGOs cannot contribute to decision making on the municipal level. This influences the kind of activities undertaken by NGOs. In a vicious cycle: the lack of influence means that NGOs are confined to localised activities that are designed to provide a stop-gap solution to problems within municipal education. However, those same activities – albeit

productive – simply reinforce the role of NGOs as supplementing the failures of municipal education, rather than being a key part in the creation of a viable educational system.

All the interviewed NGOs reported that they lacked sufficient funding. Financial difficulties have caused some of the organisations to suspend their activities. However, the lack of networking, publicity and cooperative relationships also hampers the NGO's fundraising efforts.

Finally, none of the NGOs have maintained updated databases on their communities and school-aged children. Their information is often anecdotal rather than systematically collected. NGOs often operate on assumptions rather than verifiable information.

#### **4. Recommendations**

##### **4.1 To NGOs**

###### **i. Improve networking and liaising skills**

All the NGOs interviewed reported a lack of skill in networking and liaising, but no organisation has sought or obtained any training on these issues. This is a fundamental problem with the way in which NGOs operate and severely hamper their ability to provide effective services to their communities, and to influence long-term sustainable improvements.

It is recommended that NGOs seek training in these areas as soon as possible. Key areas of training needed include networking, communicating, generating cooperative projects, and negotiating relationships with local governments and schools.

###### **ii. Improve fundraising**

NGOs are currently primarily reliant on limited funding from the Kosovo government. Only two NGOs received funding from international sources. This has forced the suspension of NGO activities and is a major obstacle in the functioning of the organisations.

The NGOs must improve their capacity in fundraising. Training provided should include skills such as identifying funding opportunities and preparing project proposals, costing and budgeting for projects and financial reporting.

###### **iii. Cooperation and communication with other stakeholders**

There is a severe lack of cooperation between NGOs, schools, and municipal government. NGOs, as described above, have often provided solutions to shortfalls in municipal education in an ad hoc manner. While this reactive approach has resulted in some productive initiatives from the NGOs, these can be vastly improved by a coordinated approach between NGOs and other stakeholders. Specifically, NGOs must reach out to schools and local government officials to build cooperative relationships and to share information.

For example, NGOs and schools can work together to establish a system of referral: schools can identify children from RAE communities in need of literacy classes or other services offered by the organisation, and refer these students to the programmes. Conversely, if NGOs are concerned about a child who attends after-school extracurricular activities, where relevant, it must be able to communicate the information to schools. NGOs could also identify systemic problems faced by students from communities and advocate on their behalf to the local government. This will also help NGOs to build their profile as advocates for community interests.

Further, NGOs currently have difficulties in tracking the measures and activities undertaken by the government. Improved communication and cooperation between NGOs and local government will also allow NGOs to better monitor the activities of the municipal government.

#### **iv. Proactive role for the protection of community interests**

In general, NGOs have not been proactive in advocacy of community rights. Organisations have provided services where government and schools have failed, but have not been able to coordinate a push for systemic change. This means that improvements for RAE students are **ad hoc**, often on a case-by-case basis, and dependent on individual child's access to NGO services.

NGOs can improve their capacity to protect the interests of RAE students by taking positioning themselves as advocates as well as service providers. NGOs can share their experience in providing services such as after-school activities and remedial classes, and use information gained through these programmes to advocate broader changes.

For example, language issues faced by Roma students can be addressed as a broad issue with the local government. Rather than providing language or catch-up classes after school, communities can support schools in mainstreaming these classes into the curriculum of the school itself.

#### **v. Mainstreaming the interests of minority communities**

One effect of the current approach of NGOs is that the needs and interests of minority communities continue to be seen as marginal. The provision of services to minority communities by NGOs, although very necessary, perpetuates the notion that minority community needs are to be served by community civil organisations. NGOs have failed to promote the notion that municipal government is obligated to provide education to minority communities. Although the NGOs have provided invaluable services to their communities, it has failed to pressure the municipal government to fulfil its obligations and responsibilities towards minority communities.

For example, remedial classes and language classes currently provided by NGOs can be addressed as a broader issue with the cooperation of local government and schools. NGOs can share their resources and knowledge and help schools to develop similar programmes. By mainstreaming the needs of minority communities into the municipal education system, NGOs can also promote the integration of students from RAE communities.

**vi. Systemic information collection among communities**

A system for the collection of information about their own communities should be developed. Statistics collected by community organisations can be used as verification against data collected by municipalities. Protocols for collection of information should be agreed between NGOs serving different communities, so that the data can be compared. In particular, NGOs should focus on collecting information about school-age children.

**vii. More efficient identification of discrimination**

NGOs interviewed tended to identify discrimination rarely, and at a much lower rate than more centralised or Kosovo-wide NGOs. Similar to school administrators and municipal officials, some NGO workers seemed to also share an attitude of complacency about the poorer academic performance of students from RAE communities. The lack of data and information, and reliance on anecdotal and informal information from schools, also contribute to this problem. NGOs are unable to gain an overall perspective on the state of the communities, and are less likely to identify systemic problems facing their communities. As such, NGOs must be trained to identify cases of discrimination more efficiently and rigorously. NGOs should not simply accept the state of affairs among RAE students, but should take a more proactive approach by ensuring that all instances of discrimination is recorded and addressed.

**viii. Proactive identification of opportunities for cooperation**

Several NGOs reported that there is no sign of implementation of the Kosovo government's **Strategy for the Integration of RAE communities**. In particular, NGOs have reported a lack of initiatives in relation to education.

With improved cooperation and communication, NGOs could proactively approach local government and identify areas for fruitful collaboration. For example, the Strategy explicitly identifies areas where cooperation between government and NGOs is envisioned, including:

- Conducting research on segregation and discrimination against RAE communities in the education system.
- Identify role models within communities for children and parents.
- Develop municipal education action plans, and identify priorities for the upcoming three years.
- Develop pre-school programmes to ensure that Roma students follow the language of instruction at primary school level.

In all these areas, valuable contributions can be made by NGOs. However, rather than waiting for the local government to approach NGOs, the NGOs themselves could identify these opportunities and propose joint projects with the local government and schools. In this way, NGOs will be able to better influence municipal education, and ensure that interests of minority communities are prioritised.

#### **ix. Local Action Plans**

One area which NGOs could play a leadership role is in the draft and design of Municipal Education Action Plans. As mentioned in (vii) above, this area of cooperation is anticipated by the **Strategy for the Integration of RAE communities**.

Currently, none of the municipalities studied have any municipal education plan. NGOs can taken a proactive approach and ensure that community interests are considered in the Action Plan from the outset and is built into the mainstream provision of education services. NGOs can offer to support municipal government by coordinating working groups, and providing accurate information from their community's perspective.

#### **4.2 Opportunities for international organisations**

The provision of training and professional development of NGO workers is the key area where international organisation such as UNICEF can have a positive impact. There are numerous gaps in the general capacity of NGOs interviewed. These include:

- Networking
- Liaising
- Generating projects
- Fundraising
- Publicity

In all these areas, international organisations such as UNICEF could provide training and support. The improvement of these skills can vastly increase the influence and capacity of NGOs.

In addition, international organisations can play an important facilitating role in helping local NGOs to build relationships with local governments and also other local and regional organisations. The forging of cooperative relationships will have far-reaching effects on the performance of NGOs and their ability promote and protect the interests of their communities.

## Annex A Questionnaire for NGO staff

- Name of the organization
- Contact info
- Mission
- Main activities
- Members (total, active, associates, volunteers)
- Annual operative budget
- Narrative history of the organization
- Membership in partners or/and network initiatives
- Projects (titles and description; chronological, including budget and donors if possible)
- Activities (current)
- Activities (planned)
- Are there visible results on their activities? Direct and indirect impact of the activities?
- What does the organization do to increase awareness on minority rights?
- What does the organization do to increase awareness on minority education?
- What are the main problems your organization is facing at the moment?
- Whom and how often you inform about the work of your organization?
- Capacity assessment (trainings attended)
- Capacity assessment (trainings attended; trainings needed)
- What is the position of RAE in your community?
- Are you informed about the Decade of Roma Inclusion? What is your position on the Decade?
- What are the causes of low school enrolment rates among RAE? Why do RAE parents not send their children to school?
- What can be done to ensure that all RAE complete primary education?
- Why do so few RAE finish secondary school? What can be done to encourage RAE to complete secondary education?
- What can be done to encourage RAE parents to send their children to school?
- Why do fewer RAE girls than RAE boys finish school?
- What can be done to promote the education of RAE girls?
- What can be done to improve the cooperation of NGOs and Local Government?
- What can be done to improve the cooperation of the NGOs and the schools?

## **Annex B List of Interviewees**

1. Selatin Dudaku, **ANGO “Dubrava”**, Ferizaj/Uroševac
2. Shani Kopili, **ANGO “QHZHIA”** (Center for research of development of integration of Ashkali community), Ferizaj/Uroševac
3. Feride Hoxha, **ANGO “Edona”**, Ferizaj/Uroševac
4. Astrit Zezaku, **RE Orgj Rinore “Ura e re”** (Youth organization “New Bridge”), Peja/Peć
5. Veton Berisha, **Youth Network “Piramida”**, Peja/Peć
6. Osman Osmani, **RNGO “Inicijativa 6”** (Initiative 6), Prizren/Prizren
7. Kujtim Paçaku, **RNGO “Romani baxt”** (Romani soul), Prizren/Prizren
8. Nexhip Menekshe, **RNGO “Durmish Aslano”**, Prizren/Prizren
9. Muhamet Arifi, **Balkan Sunflowers Kosova**, Prishtinë/Priština
10. Adem Beha, **Roma Ashkali Documentation Centre**, Prishtinë/Priština
11. Lendrit Qeli, **ENGO “Prosperiteti”** (Prosperity), Gjakova/Dakovica
12. Gazmen Salijević, **RNGO „ „Eyes of the future“**, Graçanica/Graçanica
13. Mefail Mustafa, **Learning Center “Fidan”**, Fushë Kosova/Kosovo Polje
14. Dija Krasniqi, **RAE NGO Sunshine**, Prishtinë/Priština
15. Mimoza Gavrani, **Student Organization “Hieroglifit”**, Prishtinë/Priština
16. Dukagjin Pupovci, **Qendra për Arsim ë Kosovës** (Kosovo Education Centre – KEC), Prishtinë/Priština
17. Shpresa Angushi, **RrogRAEk**, Network of Women, Prishtinë/Priština