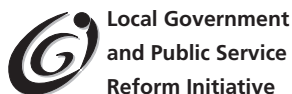


A New Balance: Democracy and Minorities  
in Post-Communist Europe



Local Government  
and Public Service  
Reform Initiative



ETHNOCULTURAL  
DIVERSITY  
RESOURCE  
CENTER

# **A NEW BALANCE: DEMOCRACY AND MINORITIES**

**IN POST-COMMUNIST  
EUROPE**

*Edited by*

**MONICA ROBOTIN AND LEVENTE SALAT**

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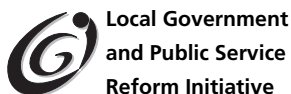
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The Local Government and Public Service Reform Initiative (LGI) a network program of the Open Society Institute (OSI), is an international development and grant-giving organization dedicated to the support of good governance in the countries of Central and Eastern Europe (CEE), Southeastern Europe (SEE) and the Commonwealth of Independent States (CIS). LGI seeks to fulfill its mission through the initiation of research and support of development and operational activities in the fields of decentralization, public policy formation and the reform of public administration.

With projects running in countries covering the region from the Czech Republic to Mongolia, LGI seeks to achieve its objectives through:

- development of sustainable regional networks of institutions and professionals engaged in policy analysis, reform-oriented training and advocacy;
- support and dissemination of in-depth comparative and regionally applicable policy studies tackling local government issues;
- support of country-specific projects and delivery of technical assistance to the implementation agencies
- assistance to Soros foundations with the development of local government, public administration and/or public policy programs in their countries;
- publication of books, studies and discussion papers dealing with the issues of decentralization, public administration, good governance, public policy and lessons learned from the process of transition in these areas;
- development of curricula and organization of training programs dealing with specific local government issues;
- support of policy centers and think tanks in the region.

Apart from its own projects, LGI works closely with a number of other international organizations (Council of Europe, The British Department for International Development, USAID, UNDP and the World Bank) and co-funds larger regional initiatives aimed at the support of reforms on the subnational level. The Local Government Information Network (LOGIN) and the Fiscal Decentralization Initiative (FDI) exemplify this cooperation.

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**Also available in the Managing Multiethnic Communities Program Series**

- Dimitrijević, Nenad, ed., 2000, *Managing Multiethnic Local Communities in the Countries of the Former Yugoslavia*
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- Dimitrijević, Nenad and Petra Kovács, eds., 2003, *Managing Hatred and Distrust: The Prognosis for Post-Conflict Settlement in Multiethnic Communities in the Former Yugoslavia*

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## LGI MANAGING MULTIETHNIC COMMUNITIES PROGRAM SERIES

The majority of countries in Central and Eastern Europe are multiethnic societies. Decentralization and the transition to a free market environment has made this characteristic of nation-states more visible. This has raised the claim for a proactive approach toward multiethnic community management. The first step in those countries that plan to solve ethnic conflicts in a peaceful way is to draft legislation on individual and collective minority rights. The second stage of development is to implement these general rules and to manage the public sector in accordance with the accepted principles of such an agreement.

Since 1990, a number of countries have made provisions to enact minority rights within the sphere of local administrative units. Many local authorities now have the devolved responsibility of implementing policies that conform to international minority rights standards. However, these provisions are often poorly implemented due to inadequate resources, insufficient technical expertise and a lack of political will at all levels of public administration.

Interethnic relations and multicultural politics appear to be a major obstacle for stability, security and democracy in the region. Although many international, national and local non-governmental organizations (NGOs) are actively advocating minority rights and act on behalf of minorities, public administration and local governments rarely receive anything other than criticism. There is an urgent need to develop methods to overcome these barriers and to support local government capacity-building and multidisciplinary training related to governance of multiethnic communities, as well as to provide local governments and public administration with the technical support to design and implement multicultural policies that meet the needs of diverse communities.

Through various publications and research projects, LGI Managing Multiethnic Communities Program (MMCP) tries to address this need.

The MMCP Book Series is aimed at providing basic information on the theory and practice of the management of multiethnic communities and the formulation of multiethnic local policy. In doing so, the series seeks to introduce the structure and processes of local government with a special focus on the management of interethnic relations.

The MMCP Series aims at setting the ground of basic knowledge and expertise in the field; this can later be the subject of further debate and research. The Series analyzes the management of multiethnic communities from a multidisciplinary perspective, attempting to briefly map out the broader context of the issues together with an in-depth focus on particular in-country situations and practices. It also combines a more detached view of comprehensive expert analyses from the perspective of local authors focusing on local particularities.

Due to the lack of relevant literature and research in this field, the MMCP Series intends to fill the gap by providing information and “food for thought” for public officials and relevant professionals and practitioners. The major objective of this book series is to provide a regional overview of the major issues that were identified across countries of Central and Eastern Europe and to collect and share strategies for addressing these issues through case studies of good practices in the region.

To date the Series includes six volumes. The first volume is *Managing Multiethnic Local Communities in the Countries of the Former Yugoslavia* (edited by Nenad Dimitrijević). The purpose of this study was to provide NGOs, international organizations and public officials with a basic knowledge of the legal and political framework of minority issues in the former Yugoslavia and to arm them with regionally specific information on efficient means of policy-making and innovative thinking in managing multiethnic communities in Southeastern Europe. This book includes case studies covering emerging issues of local public management: strategies of re-integration of local ethnic communities, (re)settlement of refugees, fighting discrimination, reconciliation of interethnic relations, encouraging participation in local policy-making and management of infrastructure.

The second volume is a *Bibliography of Ethnic Relations in Eastern Europe* (edited by Margit Feischmidt). It includes major writings that address the complexity of problems related to ethnicity, nationalism, ethnic conflict, conflict resolution, institutions and political participation of minorities, and new initiatives in managing multiethnic coexistence. The bibliography is a selection of relevant literature in English, Russian and German and of the works written in local languages in the region. This bibliography is intended to serve further policy analyses and reform-oriented projects in different countries and communities as well as to support scholarly investigations.

*Diversity in Action: Local Public Management of Multi-ethnic Communities* (edited by Anna-Mária Biró and Petra Kovács) is a textbook for schools of public administration. This third volume offers both theoretical and policy-oriented perspectives on local management of ethnically heterogeneous communities throughout Central Europe. It highlights challenges and problems faced by ethnic minorities in the areas of education, access to public services and media outlets, public participation at the local level, linguistic rights and other issues. It also includes policy recommendations intended to sensitize public administration reform efforts to multiethnic issues. Bulgaria, the Czech Republic, Hungary, Poland, Romania, Slovakia and Ukraine are the countries covered in this volume.

*Local Governance and Minority Empowerment in the Commonwealth of Independent States* (edited by Valery Tishkov and Elena Filippova) is the fourth volume in the Series. It is the result of cooperation between LGI and the Moscow-based Early Warning Monitoring Network (EAWARN). Selected case studies cover a wide range of local policies and practices of accommodation of ethnic diversity in post-Soviet countries. Case studies from various regions of the former Soviet Union provide policy-makers, professionals, researchers and development organizations with an overview of various local policy issues to be addressed.

In the fifth volume, following the success of *Managing Multiethnic Local Communities in the Countries of the Former Yugoslavia*, Nenad Dimitrijević and Petra Kovács return to the MMCP Series to re-examine the mosaic of the former Yugoslavia. They argue for a breath before anyone might conclude that the barriers have stopped accumulating in the

aftermath of the Balkan wars of the 1990s. This volume includes many cases of multi-ethnic management on the local level and presents both top-down and bottom-up approaches to multiethnic community management that have emerged in the last five years.

In this newest volume, *A New Balance: Democracy and Minorities in Post-Communist Europe*, Monica Robotin and Levente Salat have edited a collection of chapters that present various models of minority participation through political parties in post-communist Europe based on the experiences of Hungarians in Slovakia and Romania, and Albanians in Macedonia. It asks to what degree are these ethnic groups integrated into governing coalitions on behalf of their constituencies in their respective states, and covers innovative alternatives and solutions to the management of multiethnic communities. The introduction looks at the theoretical principles of democracy and highlights the mechanisms and innovations that enable effective dialogue for democracy to happen if not flourish in Southeastern Europe, while a comparative summary of the three cases studies analyses the developments in minority participation and legislation that have appeared to address diversity in post-communist Europe today. This sixth volume was made possible by the generous contribution of the Ethnocultural Diversity Resource Center in Cluj-Napoca, Romania.

MMCP books are available for capacity-building training programs for public officials in the region.

Petra Kovács  
Editor of the MMCP Book Series  
Local Government and Public Service Reform Initiative  
Open Society Institute

Budapest, September 2003

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## LIST OF ABBREVIATIONS

|                |                                                                       |            |                                                                                                   |
|----------------|-----------------------------------------------------------------------|------------|---------------------------------------------------------------------------------------------------|
| CSEMADOK       | Hungarian Social and Cultural Federation in Slovakia                  | NPRD       | National Plan for Regional Development in the Slovak Republic                                     |
| DA             | Democratic Alliance                                                   | NSF        | National Salvation Front                                                                          |
| DAHR           | Democratic Alliance of Hungarians from Romania                        | NURP       | National Unity of Romania Party                                                                   |
| DAPR           | Democratic Agrarian Party of Romania                                  | NYEE       | Movement Publicity against Violence                                                               |
| DCR            | Democratic Convention of Romania                                      | PCER       | Party for Complete Emancipation of Roma in Macedonia                                              |
| DNSF           | Democratic National Salvation Front                                   | PDA        | Party for Democratic Action in Macedonia                                                          |
| DP             | Democratic Party                                                      | PDDEM      | Party for Democratic Movement of Egyptians in Macedonia                                           |
| DPA (PDPA-NDP) | Democratic Party of Albanians                                         | PDP-A      | Party for Democratic Prosperity                                                                   |
| DPS            | Democratic Party of Serbs in Macedonia                                | PSDR       | Party of Social Democracy in Romania                                                              |
| DPT            | Turkish Democratic Party                                              | REM        | Romanian Ecologist Movement                                                                       |
| DSA            | Democratic Alliance of Albanians                                      | RPNE       | Republican Party for National Unity                                                               |
| DSPR           | Social Democratic Pole of Romania                                     | RSDP       | Romanian Social Democracy Party                                                                   |
| DU             | Democratic Union                                                      | SDA        | Democratic Union of Albanians                                                                     |
| GRP            | Greater Romania Party                                                 | SDK        | Slovak Democratic Coalition                                                                       |
| HZDS           | Movement for a Democratic Slovakia                                    | SDL        | Party of the Democratic Left                                                                      |
| KDH            | Christian Democrats                                                   | SDP        | Social Democratic Party                                                                           |
| KDM            | Christian Democratic Movement                                         | SDPR       | Romanian Social Democratic Party                                                                  |
| LDP            | Liberal Democratic Party                                              | SDSM       | Social Democratic Party of Macedonia                                                              |
| LP             | Liberal Party                                                         | SDU        | Social Democratic Union                                                                           |
| MAAK           | Movement for Pan-Macedonian Action                                    | SMK        | Hungarian Coalition Party                                                                         |
| MKDM           | Hungarian Christian Democratic Movement                               | SNS        | Slovak National Party                                                                             |
| MPP            | Hungarian Civic Party                                                 | SOP        | Party of Civic Understanding                                                                      |
| NDP            | People's Democratic Party                                             | SRM        | Union of Roma in Macedonia                                                                        |
| NDPA           | National Democratic Party of Albanians                                | SZMPSZ     | Federation of Hungarian Teachers in Slovakia                                                      |
| NLP/ CD-NLP    | National Liberal Party / Democratic Convention–National Liberal Party | SZMSZSZ    | Federation of Hungarian Parents in Slovakia                                                       |
| NPCDP          | Christian Democratic National Peasant's Party                         | VMRO-DPMNE | Internal Macedonian Revolutionary Organization–The Democratic Party for Macedonian National Unity |