



GUIDELINES

PEOPLE-TO-PEOPLE ACTIVITIES

Cooperation between Norwegian municipalities
and municipalities in the

WESTERN BALKANS

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1. Scope	3
2. Introduction	3
3. Target Groups and Fields of Cooperation	4
3.1 Children and Youth	4
3.3 Women.....	5
3.4 Disabled Persons.....	5
3.5 Culture and Arts.....	6
3.6 Sports	7
3.7 Environment and Gender.....	7
4. General principles for people-to-people cooperation	7
4.1 Methodology – Logical Framework Approach	8
4.1.1 Indicators	11
4.1.2 Baseline	11
5. Establishing partnerships.....	11
5.1 Call for proposals.....	12
5.2 Application Format.....	13
6. Implementation.....	13
6.1 Partner Contract.....	13
7. Reporting	14
8. Time-line	14
9. Summing Up.....	14

1. Scope

In order to contribute to stability in the Western Balkan region, the Government of Norway supports a range of interventions through various channels. The Norwegian Association of Local and Regional Authorities (KS) collaborate with the Ministry of Foreign Affairs on a Western Balkan programme composed of two components:

- municipal international cooperation and
- people-to-people cooperation.

These guidelines aim at helping Norwegian municipalities establish cooperation with Western Balkan municipalities within the sphere of people-to-people activities. A separate set of guidelines for municipal cooperation (MIC) between Norwegian municipalities and Western Balkan municipalities within the same programme can be found www.ks.no/VestBalkanMIC.

2. Introduction

The main goal of the Norwegian assistance to the Western Balkans is to support processes that maintain and strengthen regional stability, reconciliation, democracy and peace¹.

In the municipal cooperation between the Balkan and the Norwegian municipalities people-to-people activities has been quite a large part of the cooperation up until now, and one of the recommendations of the Norwegian Institute for Urban and Regional Research (NIBR) report of 2008 was to “[r]efine the MIC instrument and use it: KS develops MIC Guidelines tailored for use in the Western Balkans with strict demarcation lines to people-to-people activities.”² People-to-people activities are also an important in strengthening regional stability, reconciliation, democracy and peace.

In the cooperation with the South (e.g. Africa and Latin America) there exist other kinds of project-support covering people-to-people activities. However, when it comes to the Western Balkan countries there is no such additional funding available from the Norwegian government.

People-to-people activities that contribute to cooperation and dialogue between civil society and local authorities will be considered people-to-people activities in this programme. A broadly-based and dynamic civil society is essential to the development of a democratic society that serves the interests of all its members. Civil society gives people the right and opportunity to influence social development, thus influencing their quality of life. An active and dynamic civil society is an important supplement to the political structures as well as a prerequisite to democratic development. A well-functioning civil society is made up of a set of diverse actors whom have the capacity and will to engage in development of society.

People-to-people activities activate, include and engage people in their local community, and as a result people become more involved in the decision making

¹ For more detailed information of the overall objective of Norwegian assistance to the Western Balkans see MFA webpage: http://www.regjeringen.no/en/archive/Stoltenbergs-2nd-Government/Ministry-of-Foreign-Affairs/440324/2008/guidelines_western_balkans.html?id=493763

² NIBR (2008) *Municipal Cooperation between the Western Balkans and Norway: A Review* (p. 9)

processes of their local authority. Some of the outcomes of people-to-people activities can be summed up as follows: people participation, increased social awareness, increased understanding of other countries and cultures, and stability.

In the Guidelines for Applications for Grants for Peace and Reconciliation Initiatives in the Western Balkans (item 164.71 of the government budget, 2008) it is written that “All stakeholders in the Western Balkans that can contribute to achieving the overall objectives of the grant scheme are possible target groups for applications for funding. The target group can therefore be both in public and private sector, civil society and the media.”³

3. Target Groups and Fields of Cooperation

Fields of cooperation can be services that are not formally the municipality’s responsibility, yet services that the municipality supports because it finds that the service is important for its inhabitants. However, it can also be something that the municipality considers vital for a good local democracy and a vibrant community, yet does not have the possibility to support financially in any way. This is why the partner contract (see 7.1) has to be signed by the two municipalities – in order to ensure that the project is supported on the local authority level and considered central for the community as a whole.

The programme supports people-to-people activities that contribute toward giving people the right and the opportunity to influence society, improve their living conditions as well as offer support to poor and under-privileged people. It supports projects that contribute towards people participation, knowledge about their local democracy, social inclusion, cultural exchange and understanding.

This chapter looks at both target groups and possible fields of cooperation. However, this does not mean that if there is something not mentioned here, it will not be eligible for the people-to-people funding. These are just some examples of some of the more popular ways in which to work with people-to-people. The best way is to get in touch with KS and discuss the ideas one has before applying for the programme.

3.1 Children and Youth

Engaging with young people is important for building cohesive and inclusive communities in which young people have a voice and are able to influence local policies. Municipalities can provide such opportunities by actively encouraging youth participation in decision making and policy development. Involving young people will help to ensure that they develop a stronger identification with the municipality, it is also important in order to ensure that municipalities develop services that meet the needs of young people. These are important elements in ensuring that young people feel that their future lies in their communities. Moreover, involving young people from vulnerable or marginalised groups sends an important signal which recognises that minorities have a voice. Exchanges, training, networking and cooperation between

³ See: http://www.regjeringen.no/en/archive/Stoltenbergs-2nd-Government/Ministry-of-Foreign-Affairs/440324/2008/guidelines_western_balkans.html?id=493763

young people and youth organisations encourages mutual understanding and intercultural dialogue, as well as increased participation in the local community.

Exchange promotes mutual understanding between youth in different countries through exchange (e.g. schools, youth clubs, art and sports clubs). Supporting and working with entrepreneurship and initiatives encourages creativity and innovation. Moreover, one can work with democracy projects for youth and children encouraging young people to become more actively involved in the democratic process at local, regional and national. This can be done through cooperation and exchange between for instance youth parliaments or youth clubs. However, the exchange has to have a dimension to it that contributes toward the development of an organisation in the Western Balkans, it cannot be *just* an exchange-trip – the focus needs to be result-orientated and sustainability needs to be taken into account.

One of the areas that were given priority in 2009 by MFA was “inter ethnic dialogue” in the Western Balkan region. Children and youth as a target group where this is given priority is a good foundation for a people-to-people projects – this is just an example, for more see MFA’s webpage⁴. And for more information and ideas on working with children and youth see EU’s Youth in Action programme⁵.

3.3 Women

It is stated in the Guidelines for Applications for Grants for Peace and Reconciliation Initiatives in the Western Balkans (item 164.71 of the government budget, 2008) that one of the priorities is women, and a follow-up of the UNSCR 1325 on Women, Peace and Security.⁶ In the UNSCR document it is written that it is significant to “reaffirm the important role of women in the prevention and resolution of conflicts and in peace-building, and [stress] the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution” (page 1).

The programme can support people-to-people activities with focus on strengthening women’s right to political and economic participation – increased participation in decision-making processes at the local level. Another focus here could of course also be inter ethnic dialogue.

3.4 Disabled Persons

There are usually not enough services to enable people with disabilities to participate actively in community activities, and existing services, in many cases, do not meet the actual needs of people with disabilities. Disabled people can be resourceful and act as service providers as well as having other meaningful involvement in community life.

⁴ For more information of what was given priority in 2009 see: http://www.regjeringen.no/en/archive/Stoltenbergs-2nd-Government/Ministry-of-Foreign-Affairs/440324/2008/guidelines_western_balkans.html?id=493763

⁵ http://ec.europa.eu/youth/index_en.htm#

⁶ See the document: <http://www.peacewomen.org/un/sc/res1325.pdf>

In some municipalities people with special needs are not a part of society at all, and it is therefore important to work with awareness, information and inclusion.

In order to illustrate further, Konjic in Bosnia and Herzegovina (BiH) can be used as an example. Konjic municipality and the Norwegian Sund municipality entered into the MIC programme a few years ago, and one of the objectives of the cooperation was to improve service delivery to disabled children. Although this part of the project did not really fulfil the criteria of MIC, it can be used as a good example to demonstrate how people-to-people activities can contribute to a more open and vibrant society.

The two municipalities worked together and established a Day Centre for children and youth with special needs. The Day Centre cares for about 12 children in the age of 4 to 18 years of age, in addition a user and support organisation has been established for parents. The organisation has contact with and collaborates with other similar organizations in BiH – together they have carried out many awareness campaigns. The NIBR report from 2008 states that the project with the Day Centre has also been useful for the municipality, as it has given the municipality experience in working with voluntary organisations and civil society.

This is one example in order to show how people-to-people can work when it comes to disabled people. In this specific project the two municipalities worked together, involving people from civil society, and managed to establish both a day care centre and an organisation. The responsibility of the day care centre was later taken over by the Cantonal Ministry of Education, thus it had a direct impact on local and regional authorities service delivery towards people with special needs – although it was not a straightforward MIC project.

3.5 Culture and Arts

Culture has important implications in the political, social and economic spheres. It is important to promote dialogues between different cultures, and show the cultural diversity in a European sense as well as a global sense. Exchange and contact with other cultures, through for instance drama, dance, music, art and so forth, increases understanding and communication across borders and regions.

And the more multicultural Norway becomes the more important cultural understanding and knowledge of different cultures becomes – as it is for all countries. And people-to-people activities are a significant contribution to cultural understanding and knowledge, as it is through such activities that people from different countries get to know each other⁷.

The objective is for both partners to develop common cultural activities that can contribute to improvement and development of local cultural life and increased understanding and respect for the other culture. However, here, as in all the cases, there needs to be a strict focus on sustainability and results.

⁷ Stortingsmelding nr. 13 (2008-2009) “Klima, konflikt og kapital: Norsk utviklingspolitikk i et endret handlingsrom”.

3.6 Sports

"Sport is an area of human activity that greatly interests citizens of the European Union and has enormous potential for bringing them together. (...) Approximately 60% of European citizens participate in sporting activities on a regular basis within or outside some 700 000 clubs, which are themselves members of a plethora of associations and federations."(White Paper on Sport, 2007⁸)

Sport can be an arena for people to interact; it can be an arena for inclusion and participation. Sport can be a tool that can reach out to marginalised people, socially excluded people, people with special needs and so forth. Sports can also create jobs and economic growth. It can be used to overcome political, social and cultural barriers.

Sports can bring together for instance youth from different countries through sport clubs that cooperate with setting up tournaments and sport festivals, this will in turn create a better understanding of different cultures. There are numerous of ways in which to include sports in a people-to-people programme, however it has to be an important issue for the municipality as well. In addition to involving clubs and groups rather than individuals – a project should be sustainable and be results-oriented. In other words, it needs to be more than just a tournament or exchange between clubs. The focus has to be on such aspects as development of sports as an arena for dialogue in the municipality and the over-all goal should be kept in mind: strengthen regional stability, reconciliation, democracy and peace.

3.7 Environment and Gender

In the Guidelines for Support for projects in the Western Balkans it is stated that "[g]ender equality and women's rights, as well as environmental considerations, must be taken into account in all types of projects. In this connection, reference is made to the Norwegian Government's Action Plans for the Environment and for Women's Rights and Gender Equality in Development Cooperation, for the Implementation of the UN Security Council Resolution 1325 on Women, Peace and Security, and the Action Plan to Combat Human Trafficking. The balance between women and men in the recruitment for positions and training programs in connection with the project must be discussed in the application"⁹.

Thus in all cooperation projects between Norwegian and Western Balkan municipalities the gender aspect, as well as the environmental aspect should be taken into consideration when relevant.

4. General principles for people-to-people cooperation

One of the criteria for this programme is that the municipalities need to be the applicant for funding. The project manager does not necessarily have to be employed

⁸ http://ec.europa.eu/sport/about/about23_en.htm

⁹ http://www.regjeringen.no/en/archive/Stoltenbergs-2nd-Government/Ministry-of-Foreign-Affairs/440324/2008/guidelines_western_balkans.html?id=493763

by the municipality, however, it is important that the project is anchored and supported by the municipalities. The programme builds on the general principles of:

- *Programme sustainability.* The results of the programme should continue to provide long-term input to the partner also after the programme is terminated.
- *Recipient responsibility.* The non-Norwegian partners should lead the prioritisation, planning and implementation of the cooperation activities and the partners should not enter into activities that may counteract national government strategies. The recipient responsibility implies that all applications and reports must be in a language understood by the both partners.
- *Support from other actors.* It is of utmost importance that the Norwegian municipality receives information regarding other bilateral and multilateral donors that support the local partner – and that the support is harmonized and coordinated.
- *Local responsibility for implementation.* Although the Norwegian partner has the overall responsibility for the funds, the partners are both responsible for the implementation on the ground. Thus it is important that the cooperation should be decided and agreed upon by both partners, and clear goals should be set.
- *Utilise own competence.* The partners should make visible that there is a relationship between their own competence and capacity and the activities of the programme.
- *Mutual and reciprocal cooperation.* The cooperation should benefit both partners.

An action plan (activities and costs) should be worked out and agreed upon by both partners.

4.1 Methodology – Logical Framework Approach

When the municipalities agree to cooperate through the people-to-people programme they will agree on areas of collaboration based on their identified needs for development and fields of competence for transfer of knowledge and experiences, and prioritised areas. It is vital for the project that the partners define common goals and objectives. In order to give the activities direction, the partners must define together the objectives of the project – whether this involves sports, culture, arts, youth, disabled people and so forth. This is where LFA becomes very helpful.

The Logical Framework Approach (LFA) is a method for objective oriented planning. It is a management tool which facilitates planning, execution and evaluation of a project. By the use of LFA the main elements in a project can be structured,

highlighting logical linkages between intended inputs, planned activities and expected results.¹⁰ A simplified LFA model has been developed.

In order to plan and monitor the project, the LFA is to be used as a management tool. The application from the partnership will build on their developed LFA; hence it is necessary for the partnerships to use time to develop this at the beginning of their cooperation.

The main concepts you shall use in the LFA are¹¹;

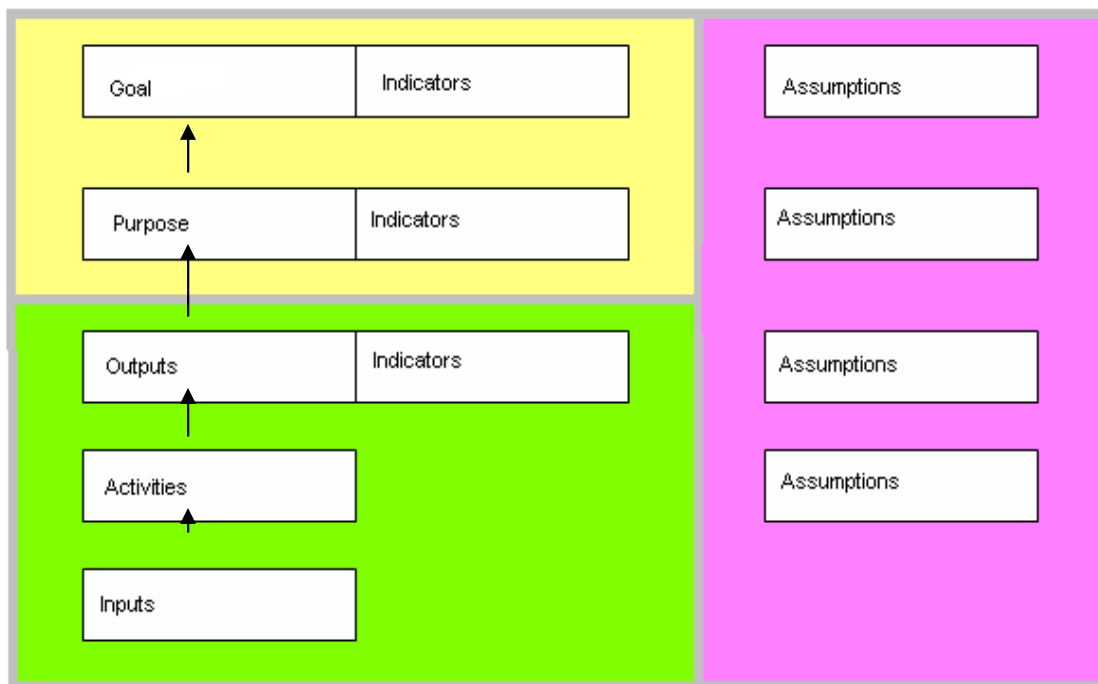
GOAL	The higher-order objective to which the project is intended to contribute
PURPOSE	The immediate reason for the project, the <i>effect</i> which the project is expected to achieve if completed successfully and on time
OUTPUTS	The results from the project
ACTIVITY	Actions taken or work performed through which inputs produce specific outputs
INDICATORS	Quantitative or qualitative factors or variable that provide a simple and reliable means to measure achievement, to reflect changes or help to assess the performance of the partners
ASSUMPTION	Hypotheses about factors or risks which could affect the progress or success of the project - each project is responsible for visualising risks and assumptions connected to their selected indicators

The elements of the LFA can be illustrated in the following way¹²:

¹⁰ NORAD (1999) *The Logical Framework Approach, Handbook for objectives-oriented planning*
<http://www.ccop.or.th/PPM/document/home/LFA%20by%20NORAD%20Handbook.pdf>

¹¹ NORAD Development Cooperation Manual –Annex IV:
<http://www.norad.no/default.asp?FILE=items/3131/108/DCM.pdf>

¹² NORAD (1999) *The Logical Framework Approach, handbook for objectives-oriented planning* (p. 16)



To do a LFA is an important participatory exercise in itself. The matrix is one output of the process, but also the dialogue created through the exercise is important for the relations in the partnership.

It is the responsibility of KS to facilitate LFA training for the Norwegian partners as soon as possible after the inclusion in the MIC programme in order for partnerships to use this methodology in planning and monitoring of projects. It is expected that the partners participate in such training.

LFA, although widely used, is often criticised for being input driven. The earlier mentioned NIBR report recommends that KS focuses more on outcomes and results in future Western Balkan interventions. Output and result consideration will accordingly be added in an effort to render LFA more results-oriented.

KS will therefore retrieve project information from project reports to be used in a Result-Based Management approach at the programme level. In developing project specific LFAs it is therefore necessary to be able to respond to a few basic questions:

- If project output is successfully produced, how does this lead to expected outcome?
- Will identified outcome produce a positive impact?¹³

KS will report programme outcomes and results to MFA. Training sessions and counselling for partners will therefore emphasise how output at project level contributes to outcome at programme level.

¹³ The Logical Framework: Making it Results-Oriented: <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/REN-218132726-PPN>

4.1.1 Indicators

In order to measure progress on the set outputs and purposes worked out in the LFA the partners must identify indicators. When selecting indicators the **SMART** principles should be followed:

Specific	They should be concrete and clear, not general and abstract in terms of quantity, quality, time, location and target group
Measurable	E.g. numbers and clear outcomes, but the “M” also stands for <i>manageable</i> , it is important not to bite off more than you can chew. Workload must be adapted to capacity.
Attainable	Outputs that are so complex, time consuming or expensive that failure is predictable should be avoided
Realistic	It is advisable to set outputs and purposes in line with available resources and make sure that focus is on ends, not efforts
Time bound;	It is easier to work with realistic timetables and include deadlines for completion of activities, especially for significant milestones

Each partnership must now choose a set of indicators which can be used for monitoring results. These indicators will also form the basis for a baseline survey. KS recommends that the partners do not choose more than 4 indicators. The aim is for these indicators to be an important monitoring tool for the partnership, and at the same time you will have to report on these indicators in your semi-annually and annually reporting to KS.

4.1.2 Baseline

In line with the Norwegian Development cooperation policy it is an aim to increase the focus on results of the programme. In order to be able to assess the results on the stated purposes and expected results, it is paramount for each project to know the exact situation at point of departure. A baseline study must therefore be conducted. The situation will then be measured again each year in order to see the final progress at the end of the programme period.

In order to make the study realistic and workable and based on the purposes and expected outputs set by the partnership in their LFA, as well as how these outputs contribute to programme outcome and programme results, a limited number of indicators should be selected for a baseline.

The partnerships must conduct the baseline at the very beginning of the project. KS shall provide guidance to the partnership in their formulation of the baseline.

5. Establishing partnerships

The motivation for municipalities to enter into international partnerships may vary. Some have a prior history of municipal cooperation arrangements, some has individuals in the administration with development backgrounds and some have friendship links between groups of citizens in the municipalities. When it comes to the MIC programme most municipalities want to enter into the programme in order to bring international friendship links into an institutional cooperation with a substantial content for mutual learning. The people-to-people cooperation programme offers an other opportunity for cooperation.

KS has been awarded a MFA grant allowing support to people-to-people projects under the Norwegian Governments programme for Peace and Stability in the Western Balkans. Guidelines for this programme¹⁴ are binding and their content is reflected in conditions for support and management of the projects.

5.1 Call for proposals

KS will announce availability of funds for people-to-people cooperation projects in the Western Balkan region through appropriate channels and with predetermined deadlines. Interested Norwegian municipalities can request KS facilitation of contacts with indicated Balkan partners, as well as counselling on content and format of application. The Norwegian municipality will have to be the applicant.

KS will review and appraise received applications and shortlist the best indicated proposals for submission to a programme board for decision which applications to be rewarded. The Programme Board will be composed of MFA and KS representatives and tasked with selection of projects and programme overview. It will meet regularly, at least twice a year.

Decisions by the Programme Board can be appealed to MFA in accordance with Norwegian legal provisions¹⁵. Grantees accept MFA or the Office of the Auditor General has a right to access relevant documentation in view of investigating compliance with relevant government rules, regulations and guidelines.

The Norwegian municipality will apply to KS. The application shall be simple, but clearly spell out why the municipality wants to enter into an international cooperation, which partner they have identified and why. Previous relationships, if any, between the partners must be made clear. The application must be signed by the political and/or administrative leadership of the municipality. If it is not signed by the mayor, it must be made clear how political support for the project is/or will be secured (i.e. through resolution in the local council).

If the two municipalities have prior cooperation projects, KS will gather information on these and if possible conduct an independent status assessment before endorsement of any project in order to secure learning and possible synergy.

¹⁴ http://www.regjeringen.no/nb/dep/ud/dep/tilskudd/tiltak_balkan.html?id=546571

¹⁵ <http://www.lovdatab.no/all/nl-19670210-000.html>

The application will be considered by the programme committee consisting of representatives from MFA and KS. It is important to note that the applications for both programmes (MIC and people-to-people) will be considered collectively, and good MIC projects will be prioritised.

The application form can be found: www.ks.no/VestBalkanMIC and is the form used by MFA West Balkan Section.

Deadline: **15 February**

Investments and infrastructure will not be supported through this programme.

5.2 Application Format

Applications in the attached format must be submitted to KS by **15 February**. KS will appraise the application and present it to the programme board by **15 March**. Decisions on allocation of funding for year one and indications for following years will be communicated by **15 June**. After which project activities can commence.

6. Implementation

The Norwegian partner - in collaboration with Western Balkan partner - is responsible for project implementation. Before project activities commence it is recommended to enter into a contract spelling out roles and obligations. A copy of the contract should be shared with KS.

KS will be able to provide support and advice during implementation. Such input should be specified in budgets and activity planes agreed between the parties and shared with KS.

6.1 Partner Contract

Projects within the people-to-people programme commit the partners involved. Many of the commitments will be known and are self-explanatory as part of the implementation and monitoring of tasks and activities between the partners in accordance with the approved project application. It is, however, recommended that the partners at the start of the cooperation (at the end of the pre-study visit or at the completion of the application) enter into a contract which clarifies roles and commitments of both parties. A standard contract can be found-----

The contract requires that scope and objectives of the project must be formulated within the overall framework of the programme. The proposed contract commits partners to meet at least once a year to review progress towards outputs and outcomes, and to discuss work plans and budgets. The annual meeting provides further more an opportunity to discuss amendments to the contract. These partner meetings are important learning arenas, where it is possible to focus on the processes around how some of the project activities have been carried out, among other things.

7. Reporting

KS holds legal responsibility for the Western Balkan people-to-people programme vis-à-vis MFA. In order for KS to be able to comply with duties and responsibilities, participating municipalities must provide KS with annual reports in an agreed format by **15 February**. Annual reports contain a narrative part emphasising how project output contribute to programme outcome and results as well as a financial report in a standard format. Accounts must be audited according to the (Norwegian) RS 800 standard, however the accounts do not have to be audited before the final year of the project period.

KS will consolidate an annual narrative programme report and submit to MFA along with audited accounts by **15 March** each year.

8. Time-line

What	Who	When	Partner municipalities partners:	
			Norwegian	West Balkan
Application full project	KS	15 February	x x	(x)
Counselling	KS		x	
Appraisal	Programme Board	15 March		
Approval	MFA	By 1 June		
Letters of approval	KS	By 15 June		
Contract			x	x
Action plan (activities, cost etc)			x	x
Revised budget			x	x
Progress report and accounts ¹⁶		15 February¹⁷	x	x (1 February)
Collected progress report and accounts for all the partnerships	KS	5 March		

9. Summing Up

People-to-people activities have become increasingly important for the Euro-Atlantic integration. EU has also increased the importance of people-to-people activities in

¹⁶ NB! *Audited* accounts are only due after the final year of the project.

¹⁷ Which will also be the same date as the application for the next year of the project, *after* one has completed a year (or two or three) or the pre-study.

their different programmes. For instance, through strengthening the European Neighbourhood Policy¹⁸ (ENP) people-to-people activities are considered increasingly significant. Ownership by governments is essential, but not sufficient, for the ENP, involvement of civil society, organisations and individuals – a civil society dimension – is vital for the overall success of the ENP. Increased participation in civil society, through sports, culture and other clubs and organisations, stimulates people participation in the local community as well as participation and interest in policy processes. In addition, people-to-people activities build bridges and overcome prejudices.

Looking beyond the EU, it is clear that people-to-people projects can have a role to play for creating ties of mutual trust and understanding. People-to-people activities can contribute to building a stable and sustainable neighbourhood policy. As interactions between the different regions of the world develop more and more, the stakes are global, and towns are increasingly called upon to work together.

Based on friendship and trust, people-to-people activities can be a source for exchanging experiences and mutual enrichment in numerous areas. In addition, such activities can be the first step towards joining the MIC programme and bringing international friendship ties into institutional cooperation with a substantial content for mutual learning. People-to-people activities can be the way in which good and solid links are established, which in turn can contribute to a successful MIC project.

One of the challenges in working with the MIC programme is that, more often than not, the municipalities' core tasks and responsibilities are not the same, perhaps sometimes also misunderstood. Municipalities in Norway and the Western Balkans are not similar in responsibilities, and this can sometimes be difficult to understand when one already has a project in mind. However, the people-to-people programme allows for these activities that are not directly under the municipality's responsibility, but that are still areas of importance for the municipality. Yet, the programme does not open for all kinds of people-to-people activities, there are some general principles that has to be considered (chpt. 4), and the municipalities also have to agree that it is an important area to work within. Just to mention what is *not* included, we can mention farming, hunting and tourism – these areas will not be included in a people-to-people programme.

The people-to-people programme supports projects that contribute towards:

- people participation
- knowledge about local democracy
- social inclusion
- cultural understanding

¹⁸ More on the European Neighbourhood Policy: http://ec.europa.eu/world/enp/index_en.htm