

THE WORLD BANK/IFC/MIGA

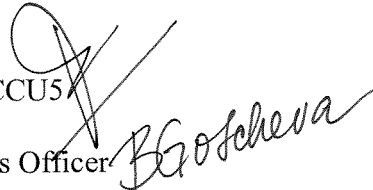
## OFFICE MEMORANDUM

DATE: February 16, 2004

TO: James W. Adams, OPCVP

THRU: Anand K. Seth, Country Director, ECCU5

FROM: Boryana Gotcheva, Senior Operations Officer



EXTENSION: 5245+217

SUBJECT: **Bulgaria IDF Grant # TF023842 for Integration of Ethnic Minorities P070991 Implementation Completion Memo**

Please find attached the Implementation Completion memorandum for the IDF Grant TF023842 for Integration of Ethnic Minorities in Bulgaria for which a grant in the amount of USD 483,280 was approved by the Regional Committee on May 22, 2000 and was countersigned and made effective on June 22, 2000.

The Grant was closed on June 22, 2003. Final disbursement took place on December 4, 2003, and total disbursements to date are USD 464,726.61. The Special Account has no unrefunded/ unrecovered balance.

Overall, the Grant was satisfactory and reached its objectives.

The ICM has been reviewed by PTL and Country Manager, and cleared with Sector Manager and Country Director.

**Distribution:**

*Region*

Messrs./Mmes.

Michal Rutkowski, Hermann Von Gersdorff, Reema Nayar (ECSHD); ECA IDF Committee (Richard Westin, John Hegarty, Sunil Bhattacharya, Helga Muller, Hans Jurgen Gruss, Kate McCollom, Nick Van Praag, Marc Blanc, Anna Pinto Hebert), Oscar de Bruyn Kops, Myla Williams, Toni Koleva, Nevena Alexieva, Marina Burul-Sir (ECCU5), Dilek Barlas, Irina Kichigina (LEGEC), John Underwood, Cynthia Villaneuva, Setsuko Ono (OPCOS); Brian Quinn, Yvonne Rodrigo, Birama Nayagam Subramanian (ACCTF); Ana Christina Hirata, Anila Kuka (ECSPS); Portfolio Manager in SU; Nicholay Chistyakov (LOAEL)

Unit Files

**IMPLEMENTATION COMPLETION MEMORANDUM**  
**BULGARIA – IDF TF 023842**  
**IDF Grant for Integration of Ethnic Minorities**

**Introduction**

At the end of 1997, the Council of Ministers established a National Council on Ethnic and Demographic Issues (NCEDI) with representatives of Government agencies and NGOs of all ethnic minorities in Bulgaria. The NCEDI's mandate is to co-ordinate the state policies and programs targeting ethnic minority issues, and to facilitate the dialogue and interaction of the state, the ethnic minorities the local self-governance and the civil society. The GOB requested this IDF grant to strengthen the capacity of the newly established body for policy development, monitoring and evaluation and for building positive images of the ethnic minorities in the media.

**Objectives, Outputs and Outcomes**

□ Objectives

The IDF grant aimed at enhancing the policy making and implementation capacity of the NCEDI at central and local level. The grant pursued the expansion of policy development, planning, monitoring and implementation capacity of regional and municipal offices and experts in relation to the integration of ethnic minorities. The Grant also facilitated better functional interaction between a range of stakeholders - ethnic minority communities, institutions at central and local level, NGOs and media.

The Grant reached its objectives through implementing activities in the following three components (focus areas):

(a) (i) Policy Development, Monitoring and Evaluation

***Policy development on the integration of ethnic minorities into the mainstream Bulgarian society through development of non-discrimination legislation, and most particularly through including preparation of a draft law on protection against discrimination on ethnic as well as all other grounds. Development of policies, strategies and programs addressing the needs of ethnic minorities and their social integration.***

***Monitoring the social integration of ethnic minorities in Bulgaria and the mainstreaming of international standards related to minority rights and non-discrimination in Bulgarian legislation.***

***Evaluation of selected programs and projects, funded by the Government/donors or NGOs, and targeted to the ethnic minorities.***

(b) (ii) Capacity-building for NCEDI's central office and regional structures

***Building up the capacity of the NCEDI and the capacity of the regional councils on ethnic and demographic issues through staff training, assistance in the elaboration of regional and municipal programs on ethnic minorities' integration, provision of computer equipment, and establishment of a vertical and horizontal management information and referral system of all the stakeholders tackling minorities' issues. These activities are supported organizationally and***

technically by the Web site on NCEDI, Bulgaria's Ethnic Minorities' Portal and NCEDI Bulletin, all of them set up through the IDF Grant.

(c) (iii) Public Awareness and Partnership Development

*Development of a public awareness strategy to ensure effective interaction with the media and adequate media coverage of ethnic issues.*

*Undertaking of pilot media events to promote positive images of the ethnic minorities in the country, disseminating practices of ethnic tolerance and understanding, and fostering change in public attitudes towards ethnic minority cultures, religions and lifestyles.*

**Training** for central and local level administrators, journalists from the national and local media, to raise awareness of ethnic minority policies, practices and values.

- Outputs

**POLICY DEVELOPMENT, MONITORING AND EVALUATION**

- **Enactment of anti-discriminatory legislation.** The preparation of the first for the country Bill on Protection against Discrimination was supported by this grant. The Bill is enacted (as of September 2003) and is regarded as one of the major steps towards meeting the political criteria for Bulgaria's accession to the EU. The grant financed technical assistance, workshops and public consultations related to the drafting of the Bill. The best practices of anti-discrimination legislation in European countries – both EU members and candidates, was thoroughly studied. Human rights and minority NGOs were actively involved in the drafting of the legislation through organization of round tables, workshops and working group discussions.
- **Public consultations and discussions on the design and set up** of a new administrative body responsible for formulation and implementation of anti-discriminatory policies - **Commission for Protection against Discrimination or COM Department on Ethnic Issues**, its functions and structure.
  - **Workshop “Challenges in the creation of an effective anti-discrimination law”;**
  - **Three 2-day seminars for judges and lawyers** on anti-discrimination legislation, the EU directives and the issues stemming from the introduction of these laws into Bulgarian legislation (in cooperation with the Twinning Light Project funded by the EU Phare 2001 Program for Bulgaria).
  - **Three policy-related surveys and assessments commissioned to local NGOs:**

**(1) A Survey of the Major Problems Facing Economically Depressed Regions with Mixed Population and Assessment of the Existing National, Regional or Municipal Policies and Elaboration of a Strategy for Development of the Regions with Mixed Population.**

The assessment measures the potential for local development in a sample of municipalities with mixed population, analyses the current institutional and legal framework and accounts for the influence of political structures in two policy areas – social services and regional development. Based on these the developed Strategy comes up with institutional, legislative and organizational suggestions on how to make local democracies more viable.

## **(2) An Assessment of the Implementation of the Framework Program for Equal Integration of Roma into Bulgarian Society and Elaboration of an Operational Action Plan.**

The assessment of the progress achieved in the eight areas, based on the chapters of the Framework Program and the administrative capacity and existing institutional mechanisms of the relevant state bodies to carry out the Framework Program, was made after forming eight working groups of members, comprising Roma experts, institutional representatives and independent experts in the relevant fields.

An Operational Action Plan with activities and policy measures for the integration of the Roma minority was developed. The plan includes recommendations on how to streamline state administrative capacity and further strengthen the capacity of NCEDI and that of the regional administrations to formulate, implement and oversee policies in key areas of ethnic integration; Recommendations on how to update the current institutional arrangements, procedures and interaction in relation to the Framework Program implementation and correlate them with European standards concerning minorities' rights protection and non-discrimination. The developed Action Plan represents a holistic framework to place activities and obligations of the relevant government institutions and takes into account the relevant sectoral policies. The proposed action plan laid the foundations of long and midterm state policy for integration of the Roma.

The elaboration of the Operational Action Plan was followed by adoption of an Action Plan for Implementation of the Framework Program, by the Council of Ministers on 25 September 2003. In this Plan, which is first of its kind, a number of practical measures by the end of 2004 have been outlined in the field of protection from discrimination, education, health care, living conditions, employment, protection of the children, social services, culture and sport. They are provided with over BGN 28 million from the state budget.

## **(3) Evaluation of the Existing Educational Policies and Practices to Grant Equal Access to Education to Children from Minorities and Elaboration of Policy Recommendations for Sustainable Solutions of the Educational Issues of Minorities.**

The state of both the access, and quality of the education offered to schoolchildren from minority background residing in urban ghettos and semi-mountainous or mountainous municipalities have been assessed. Additionally, the evaluation targeted the effectiveness of the various policies, reorganizations and restructuring of the educational system and their influence on the quality of the education, the local communities, municipal authorities and local educational institutions.

Recommendations for change in the educational policies targeting minorities and aimed at multiplying good practices were presented with the objective to back up the elaboration of an action plan for sustainable solutions to the educational problems of minorities and granting equal access to education to all children.

The assessments and recommendations were submitted to the NCEDI to be used in coordinating policymaking regarding minorities' equal access to education

### **CAPACITY BUILDING**

- **26 out** of the 28 regional administrations have hired regional experts on ethnic and demographic issues.
- For the duration of the Grant the number of regional experts on ethnic and demographic issues has risen from **18 to 32**.
- **21 Regional councils** have been established with the regional administrations of the 28 regions in Bulgaria and 12 of those have developed and adopted detailed regional programs on the integration of minorities. More than 50 percent of the municipalities also appointed municipal experts on ethnic and demographic issues.

- **Six working seminars** have been organized on *Opportunities and Perspectives for Enhancing the Work of the Regional Experts on Ethnic and Demographic Issues, General Skills in the Organization of the Work of the Regional Experts on Ethnic and Demographic Issues, Knowledge and Skills in Planning the Elaboration and the Execution of a regional program for the integration of minorities*, a *fourth seminar* to present anti-discrimination practices of the Northern Ireland Equality Commission, the activities of the Agency for Small and Medium Enterprises and the Agency for Employment), a *fifth seminar* to present the activities of the National Association of the Municipalities in Bulgaria and a *sixth seminar* to present the activities of the Ministry of Health, related to minorities' issues and software products developed by NCEDI.
- **A week-long computer training** was offered to the regional experts on ethnic and demographic issues after the computer equipment was purchased.
- **Computer equipment** was purchased for the regional and the central offices. Regional experts on ethnic and demographic were equipped with computers and printers. This enhanced the newly built communication network among them and NCEDI.
- **A workshop on the living conditions of Roma in urban ghettos.** With the support of the grant and in cooperation with the Project on Ethnic Relation, Princeton University and the Habitat for Everyone Foundation, NCEDI organized this workshop for line ministries' representatives, civil society organizations, mayors and chief architects of towns, where major urbanization projects are underway. The seminar discussions ended up with valuable recommendations, which were taken into consideration and later a National PHARE Program 2002 project was successfully implemented due to this. The project name is "Background Study on Roma housing".
- **Two-week training in Roma mother language** for 40 teachers, succeeded by a **working meeting** between Roma mother language teachers, headmasters and heads of educational inspectorates. The aim was to update the methodology of Roma mother language teaching. The Ministry of Education was actively involved.
- **International conference on 'Equal Opportunities in Education and Social Integration'**. Organized by NCEDI and the Plovdiv Paisii Hilendarski University. Four books were published with conference reports and summary proceedings.
- NCEDI with the assistance of the Balkan Foundation for Intercultural Education and Understanding Diversity organized a **working meeting** with teachers, headmasters, educational inspectorates' representatives and educational experts to review the **findings of a survey on the achievements of school-children from desegregated schools in the towns of Vidin, Montana and Sliven.**
- **Working meeting to test a sample methodology for costing the implementation of the Framework Program for Integration of Roma in the Bulgarian Society at regional and municipal level.** The meeting was organized by NCEDI in cooperation with the Plovdiv regional council on ethnic and demographic issues and the Project on Ethnic Relations of Princeton University.

## **PUBLIC AWARENESS AND PARTNERSHIP DEVELOPMENT**

### **Seminars for Journalists - 9**

NCEDI organized **9 seminars** for editors and correspondents of national media, reporters and other representatives of local and regional media, interested in media reporting on minority topics. More than **250 media representatives** working for the media in all regions of the country attended the seminars. Several issues raised and discussed during the seminars – such as anti-discrimination law, social and economic status of ethnic minorities – were reported in news editions, interviews and articles disseminated through the most popular central and local media. NCEDI and regional councils' representatives built confidence among the journalists and media audiences towards minorities' integration policy of the Government and its implementing institutional network.

**National seminar for journalists held in the framework of the International Media Events Festival in Albena.** NCEDI, in cooperation with the Open Society Foundation, supported the contest in the Festival's radio category for covering ethnic minorities' issues and launched a new contest category – for TV programs reporting on ethnic minority issues.

### **Development of a database of minority media and journalists working on minority issues**

#### **NCEDI Brochure for Journalists – hard copy and e-version**

NCEDI issued a brochure for journalists to provide information about basic international documents on human rights protection and non-discrimination, as well as information about the anti-discrimination and minority integration policy of the state institutions. The brochure was circulated in 1000 copies and disseminated among journalists, editors, reporters and correspondents working on ethnic minorities' issues. An e-version of the brochure is published in the NCEDI web site.

### **Pilot Minority Media Events**

- **Three print, radio and TV media to present Roma minority issues;**
- **Three print, radio and TV media to present Turkish minority issues;**
- **Three print, radio and TV media to present smaller ethnic minorities' identity and integration issues.**

The overall media output comprises 8 issues of the Roma newspaper “Drom Dromendar”, 9 supplements of the national newspaper “Sega”, 4 issues of the new Armenian magazine “Nie Armentzite”, around 100 radio programs in the Bulgarian National Radio, Darik Radio and Info Radio and more than 30 TV programs and documentaries in the Bulgarian National Television (“Zaedno”, “Zarna ot Broenitza”) and “Sedem Dni” TV (“Romano Dunjas – Romski Svjat”). **The grant supported Pilot Minority Media Events proved to be among the most substantive initiatives in Bulgaria aimed at improving the minorities' media reporting and encouraging intercultural communication in the last few years.**

### **Strategy for Roma Media Development**

Following the initiative of the NCEDI Roma Media working group, a Strategy for Roma Media Development was elaborated by the Centre for Independent Journalism. Information about Roma print and broadcasting media throughout the whole country was collected. Detailed assessment report on the status and prospective of 10 Roma print media, 9 radio programs, 5 TV programs was prepared.

**Personal consultations and recommendations were provided to 35 leading Roma journalists** to improve their work and raise the quality of the Roma media products.

**The book “Roma Media in Bulgaria 2003”** was circulated in 500 copies and distributed among the Roma NGOs, media, academic institutions and media researchers.

### **Support for Cultural Events of Different Minority Groups**

**(1) Supported the organization of European Roma Philharmonic Orchestra and for its two concerts in Bulgaria and seven concerts in Spain.**

The project was implemented by NCEDI in collaboration with the Municipality of Shumen and a number of NGOs. Over 40 Bulgarian and Roma orchestra conductors and concert masters, group leaders and soloists participated in the project. Musicians from Bulgaria and Spain performed two concerts in the country and seven in Spain.

**(2) Support for the Tenth and Eleventh National Festivals of Roma Music and Dance in Stara Zagora.**

The festival proved to be among the most popular summer intercultural events in the country. Around 15,000 spectators attended the concerts of the most prominent Roma musicians and dancers from Bulgaria, India and Turkey.

**(3) Round Table on Roma Culture** attended by leading Roma musicians, composers, orchestra directors, journalists and scientists.

**(4) Celebration of the Roma New Year**

In January 2003 NCEDI organized the celebration of Vassilitza (Roma New Year). In cooperation with Parliament Roma NGO and the regional councils on ethnic and demographic issues several initiatives of the Roma communities from the towns of Sofia, Pernik, Kyustendil, Sliven, Lom and Bjala Slatina were carried out.

**(5) Celebration of April 8<sup>th</sup> - the International Roma Day**

NCEDI coordinated, in partnership with the regional councils on ethnic and demographic issues and Parliament Roma NGO, **celebration of April 8<sup>th</sup> - the International Roma Day**. For the first time a national-wide program of celebration comprising processions, memorial service for the Roma victims of genocide, round tables, sport events and concerts was fulfilled.

**(6) National Turkish Folk Festival (Haskovski Mineralni Bani)**

**(7) First International Chorus Festival of Armenian Song (Haskovo)**

**(8) Media and Public Awareness Final Event**

The closing media event for the project gathered around 200 experts, journalists, NGOs' leaders, decision-makers in the field of minorities' integration (MPs, ministers and chairpersons of the regional councils on ethnic and demographic issues). The NCEDI and the World Bank representatives informed the public about the activities' fulfilled and the main results of the IDF Grant implementation.

## Public Awareness and Confidence Building

Since 2002 NCEDI has created several own mechanisms for public awareness raising about its policy, programs and activities, as well as for the provision of timely and systematic public information on ethnic minorities' issues. The most important among them are as follows:

### (1) NCEDI Bulletin

Four issues of NCEDI bulletin were circulated in 500 copies each. The NCEDI bulletin deals with the most significant minorities' issues such as: *Implementation of the Framework Program for Equal Integration of the Roma in the Bulgarian Society; Structure and Functions of the NCEDI; Report Submitted by Bulgaria Pursuant to Article 25, Paragraph 1 of the Framework Convention for the Protection of National Minorities; Policy on resolving the problems in the regions with mixed population; Preserving and maintaining of the minorities' culture and media.* A **digest issue in English** was disseminated among NCEDI's international partners and several offices of international organizations, foreign embassies in Sofia and some Bulgarian missions abroad. All issues of the bulletin are available **at the NCEDI web site.**

### (2) Database of the Government's central and regional policies on ethnic minorities' integration

With the support of the grant NCEDI has collected and systematised all necessary information on national policies and programs, as well as basic data on the regional councils on ethnic and demographic issues and launched the NCEDI web site. **The site is integrated in the Bulgarian government web-page system** and it is accessible at the Internet address: [www.ncedi.government.bg](http://www.ncedi.government.bg). The NCEDI web site contains the biggest database in the country of Government and regional policy for ethnic minorities' integration. It has a highly visible and demonstrative impact on the openness and transparency of the NCEDI's policy and activities.

### (3) First Bulgarian Ethnic Minorities' Internet Portal

NCEDI, in co-operation with Open Society Foundation, launched Bulgarian Ethnic Minorities Internet Portal. Information about the ethnic minorities, current programs and projects related to the ethnic minorities' integration is published at the most comprising Bulgarian Internet **portal** on minority issues – [www.ethnos.bg](http://www.ethnos.bg). The sustainability of the project is guaranteed by a long-term partnership agreement between the NCEDI and the Open Society Foundation.

### Implementation issues, e.g. delays:

After a period of best practice of Bank-recipient cooperation at grant preparation which resulted in a participatory demand-driven design, the situation changed abruptly and the grant was faced with the risk of being closed prematurely, because the COM failed to launch the activities and even to open the special account for close to six months. The very slow start was due to COM internal conflicts (mainly between the Secretary of NCEDI, who was in the driving seat at grant preparation, and the Minister chairing NCEDI), absence of intra-institutional coordination and very weak project management on the side of the recipient. The underlying reason for that was the **lack of political will** to address ethnic minorities' issues with meaningful policy measures. In 2001 the GOB allocated extremely small operational budget for NCEDI, the state budget for activities was symbolic, the staff of the Secretariat of NCEDI was reduced to 1(!) person. More than 50 percent of the regional offices of NCEDI were not staffed with ethnic minority experts

coming from the dominant minority communities, the staff turnover was high, the regional staff was working without relevant job descriptions and its work was highly underestimated by the regional and municipal administrations. The lack of political will was also demonstrated by neglecting the commitments taken under the Grant Agreement. This attitude was not specific for the Bank project, it was typical for all EU Phare and other multilateral and bilateral donors' initiatives and projects at that time.

The 'real' implementation of the grant started with the change in government in the Summer of 2001, or one year after effectiveness. The new government demonstrated high commitment to meet the EU accession negotiation criteria which included rapid progress in the area of ethnic minority policies and rapid response to EU and human rights' organizations criticism for not respecting human rights and freedoms of ethnic minority groups. The grant had a very flexible design and proved to be an effective instrument for promoting the EU accession agenda and for building on the Framework Program for the Integration of Roma in the Bulgarian Society, adopted in 1999. A PMU consisting of four experts was quickly recruited and staffed, and a detailed Implementation Plan was elaborated. Following the satisfactory implementation progress during the second year, the closing date of the grant was extended by another 12 months.

Part of the implementation delays are to be attributed to delayed disbursements and mistakes both on the part of the recipient and the Bank. The recipient's staff was not trained and prepared to handle Bank disbursement procedures in a timely manner because this was the first Bank project for COM. High NCEDI's staff and consultants' commitment and motivation compensated partially for the lack of project implementation experience. Procurement methods chosen for this grant were rather complicated – all consultants were selected under the QCBS method, and caused additional delays. The problem was overcome as much as possible by careful procurement planning and sound project management. The approvals at government level and review cycles before decisions were delayed in several instances due to inter-institutional coordination problems.

### **Sustainability of achievements**

The grant contributed to irreversible policy changes. Along with that, a stable institutional network working on minorities' issues (within the government) and at GOB-civil society level, was developed. The internal links between different units and their interrelations with civil society are stabilized. The pilot media events contributed to changing the public attitudes towards ethnic minorities, encouraged tolerance of diversity and respect for inter-cultural interaction.

### **Bank and Borrower Performance**

#### ***1. Bank***

- The recipient's perspective

Given the specific nature of grant's activities, continuous involvement from the Bank side was provided in identifying the issues and in facilitating implementation. This helped maintain an active dialogue with NCEDI secretariat, which facilitated flexibility in working together.

The Bank was diligent in performing its fiduciary responsibilities; supervision was intense, and proportional to the allocated budget.

All no objections on the procedures and contracts were cleared by TTL or WB Sofia office; disbursement decisions were coordinated with LOAG.

The Bank's team response was always proactive and implementation was to a larger extent successfully carried out.

□ The Bank perspective

At different stage of implementation the grant was managed by three different TTLs. The major factors for the ultimate success of the grant, which could be attributed mainly to the performance of the Bank, are as follows:

- Formulation and communication of clear grant development objectives which follow directly from the main themes of the CAS
- High commitment of Bank TTLs to ethnic minority issues, understanding of the issues in the EU accession context and ability to understand the inter- and intra-ethnic minorities tensions
- Success is conditional on constant pursuit of results on the ground and quick, highly visible and high impact interventions
- Knowledge and expertise of ethnic minority, especially Roma issues, proved to be an important asset for effective interaction with the minority communities and as a basis for building of relations of trust and mutual understanding with the government. For the Bank team it is of primary importance to guarantee confidence that the recipient and the Bank are following common objectives and pursuing the same mix of outputs and outcomes
- High responsiveness to clients' needs is essential, which involves flexible design of the project, readiness to adapt the activities according to the changing policy environment and ability to provide quick responses to clients' needs during implementation
- Hands-on support from the Bank team where needed and feasible
- Openness for cooperation with other donors

## **2. Borrower/Recipient**

□ The recipient's perspective

The Recipient performed excellently in terms of identifying the right persons to provide substantive inputs for various activities as well as in organizing discussion forums to disseminate the findings.

Under this Government executed Grant, PIU have implemented all these activities with professionalism and responsibility.

All Bank rules and regulations pertaining to procurement of any goods and consultant services were adhered to.

All IDF Status Reports were presented in a timely manner.

The PIU staff delivered quality work and provided adequate monitoring of the project.

The execution of the Grant would, however, have been much more efficient and faster if the PMU at the COM had the adequate number of staff. Nevertheless, the PMU adequately monitored implementation of the different activities and complied with their fiduciary responsibilities on a timely manner.

- The Bank perspective

Key for the success of the recipient was the re-established political will of the GOB to enhance the policy measures aiming at integration of the ethnic minorities in the mainstream society. The role of the Chairman of NCEDI and his/her Political cabinet were instrumental for meeting the objectives of the grant.

Other key factors for success was the competitive selection of young and dynamic project consultants and NCEDI's ability to integrate these consultants into the Secretariat's team.

Last, but not least, the success of the grant was determined by the strong leadership of the Secretary of NCEDI with respect to day-to-day operational activities under the grant.

The grant could have benefited from closer monitoring and evaluation of outputs towards objectives, based on more precise and measurable benchmark indicators.

### **Key Lessons Learned**

- Awareness and accountability at the design stage about the risks affecting grant implementation. There is a need to identify as much as possible the risks that could emerge during implementation (political, institutional, related to the implementing agency, etc.), to reflect on how they could affect the implementation of the project and to design measures for their mitigation.
- At design, focus on the development of comprehensive monitoring indicators, on monitorable deliverables and outcomes; develop key performance indicators and benchmarks; track implementation against outcomes.
- Longer implementation period. Two years of implementation are usually not sufficient, especially when the structure of the grant is more complicated and/or the policy environment is not clear.
- Simplified procurement. The QCBS procedure, approved in this Grant Agreement, appears to be too slow and excessively complicated for the numerous small-value procurement packages. Probably more flexible and shorter procedures should be explored for this purpose. Opportunities for sub-granting should be explored in future activities given the nature of the work, i.e substantive regional and local level activities and a large number of partnerships with civil society organizations.

### ***Recommendations for the Bank***

More timely processing of no objections and requests for replenishment of the special account.

### ***Recommendations for the Recipient (Client)***

To encourage pro-activity and result orientation versus process orientation of the PMU staff. Continuous improvement of the implementation capacity of NCEDI by bringing in new and energetic staff to assist the experienced PMU members and find ways to accelerate the internal approval processes.

Avoidance of unnecessary competition between two categories of staff - consultants and public servants. Where project activities need to be sustained, public servants should be given wider responsibilities for implementation.

### **Next Steps**

Making use of the materials and reports produced under the grant. Wider dissemination of their findings and feeding them into the policy making and policy analysis process.

Continuing the dialogue with the government on ethnic minority issues, especially in the context of the future Decade of Roma inclusion and the establishment of the Roma Education Fund.

Working with the GOB to identify and specify the needs for future Bank support for the ethnic integration policies in the country. The GOB has already indicated that there is substantial need of financing through a follow-up Grant. This will allow to build on the achieved outcomes and will provide more targeted support to the new administrative structure of NCEDI, which is to be created as of January 1, 2004.

## ANNEX I

	<b>Planned Allocation</b>	<b>Amount Approved by World Bank</b>	<b>Approval Date</b>	<b>Disbursed amount</b>	<b>Cancelled/Reimbursed</b>
TF# 023842	\$483,280	\$483,280.00	01 December, 2003	\$464,726.61	\$18,553.39

### Expenditures by Category

	<b>Amount Approved</b>	<b>Disbursed</b>	<b>Undisbursed</b>
<b>1. Consultant's services</b>	<b>\$265,280.00</b>	<b>\$288,439.43</b>	<b>-\$23 159.43</b>
<b>2. Training, Publications and Media events</b>	<b>\$153,000.00</b>	<b>\$128,257.90</b>	<b>\$24,742.6</b>
<b>3. Goods</b>	<b>\$65,000.00</b>	<b>\$46,398.69</b>	<b>\$18,601.31</b>
<b>4. SA Council of Ministers</b>	<b>\$0.00</b>	<b>\$1,630.59</b>	<b>\$-1,630.59</b>
<b>TOTAL</b>	<b>\$483,280.00</b>	<b>\$464,726.61</b>	<b>\$18,553.39</b>

## ANNEX II

<i>No</i>	<i>Activity</i>	<i>Anticipated Output</i>	<i>Expected Outcome</i>	<i>Achieved Output</i>	<i>Comments</i>
1	Establishment by NCEDI of a working group with the participation of experts from the Ministries and from civil sector with the aim of delivering draft bill for a Law against discrimination.	Draft bill to be prepared and adopted by the Government, and consequently submitted to the Parliament for adoption.	A modern anti-discrimination legislation to be adopted in compliance with EU directives introducing effective mechanisms for protection against discrimination on each ground.	The Draft Bill elaborated by the Working group was adopted by the Council of Ministers and submitted to Parliament in September 2002. Minor changes to the CoM draft bill occurred after Parliament adopted the final draft of the bill on September 16, 2003.	
2	Conducting of two working meetings "Challenges in the creation of effective antidiscrimination" with international participation.	Conduct two working seminars of a pre-assigned working group to discuss anti-discrimination issues in Bulgarian legislation in the framework of European standards and elaborate first draft of the Bill for protection against discrimination.	Share good EU practices in the area of anti-discrimination and discuss the optimal powers and institutional set-up of the implementing body for envisaged anti-discrimination legislation.	A working seminar of the Pre-assigned working group was held where a significant progress was achieved on the systematization of the anti-discrimination issues in Bulgarian legislation. First draft of the CoM draft bill was elaborated with this seminar's output.	
3	Holding of three seminar modules for judges, lawyers and NGO representatives on the issues of antidiscrimination.	To increase anti-discrimination awareness among judges, lawyers.	To increase anti-discrimination awareness and promote the draft bill against discrimination.	A substantial support to the Draft bill from both civil society and magistrates was achieved.	The prolonged delay in the review of the CoM bill in Parliament hampered a more comprehensive public awareness campaign.
4	Translation into English of the draft bill on Prevention against Discrimination and the supporting documents.	Translation of the text of the CoM Draft bill.	Make the CoM draft bill more widely available for review and comments by international human rights organizations, donor international organizations, donor agencies and embassies.	The draft bill was translated into English.	

No	Activity	Anticipated Output	Expected Outcome	Achieved Output	Comments
5	Assessment Of The Framework Program For The Integration Of Roma and elaboration of an Operational Action Plan.	To assess the current state of the implementation of the Framework Program for the Integration of Roma and elaborate an Operational action plan.	Improve and operationalise the implementation of the Framework Program Improve the coordination and cooperation between the state institutions and Roma NGOs Reinforce the capacity of the NCEDI to develop, monitor and evaluate policies related to minorities' issues and achieving sustainable programmatic planning of state policies. Stimulate public dialogue on the public policy reform agenda regarding minorities' issues.	Assessment of the progress achieved in the eight areas, based on the chapters of the Framework Program was made. An Operational Action Plan for implementation of the Framework Program was developed. The elaboration of the Operational Action Plan was followed by adoption of an Action Plan for Implementation of the Framework Program by the Council of Ministers on September 25, 2003.	The GoB adopted a 1-year action plan, taking into consideration the action plan developed within the IDF Grant. A number of practical measures by the end of 2004 have been outlined. They are provided with over BGN 28 million from the state budget.
6	Strategy for the Development of the Depressed Regions with Mixed Population.	Conduct a survey of the major problems facing economically depressed regions with mixed population, assess the existing national, regional or municipal policies and elaborate a strategy for development of the regions with mixed population.	Improve and operationalise the implementation of Programs in the regions with mixed population Improve the coordination and cooperation between the state institutions and other stakeholders dealing with minority issues. Reinforce the capacity of the NCEDI to develop, monitor and evaluate policies related to minorities' issues and achieving sustainable programmatic planning of state policies. Stimulate public dialogue on the public policy reform	Assessment and Strategy in place. The assessment measures the potential for local development in a sample of municipalities with mixed population, analyses the current institutional and legal framework and accounts for the influence of political structures in two policy areas – social services and regional development	

<i>No</i>	<i>Activity</i>	<i>Anticipated Output</i>	<i>Expected Outcome</i>	<i>Achieved Output</i>	<i>Comments</i>
7	Evaluation of the Existing Educational Policies and Practices to Grant Equal Access to Education of Policy Recommendations for Sustainable Solutions to the Educational Issues of Minority's Pupils.	Evaluate the existing educational policies and practices to grant equal access to education to children from minorities and elaborate policy recommendations for sustainable solutions of the educational issues of minorities.	Create effective political, social, economic and cultural preconditions for the successful integration of minorities into mainstream society. Create equal conditions for the education of children from minority background. Encourage development of intercultural, civic education and human rights education. Reinforce the capacity of the NCEDI to develop, monitor and evaluate policies related to minorities' issues and achieving sustainable programmatic planning of state policies in the field of education.	The state of both the access, and quality of the education offered to schoolchildren from minority background residing in urban ghettos and poor rural municipalities were assessed. Additionally, the evaluation targeted the effectiveness of the various policies, reorganizations and restructuring of the educational system and their influence on the quality of the education, the local communities, municipal authorities and local educational institutions. Recommendations for change of educational policies targeting minorities were made.	
8	Training of the regional experts on ethnic and demographic issues.	Carry out six working seminars and a week-long computer training to enhance both the motivation and the working capacity of the regional experts on ethnic and demographic issues.	Regional experts on ethnic and demographic issues will upgrade their expertise and organizational capacity. Communications among them as well as with NCEDI will be improved significantly.	Six working seminars have been organized. A week-long computer training was offered to the regional experts on ethnic and demographic issues. Both the motivation and the working capacity of the regional experts on ethnic and demographic issues have been enhanced. Communication between NCEDI staff and the regional experts on ethnic and demographic issues has been optimized	

No	Activity	Anticipated Output	Expected Outcome	Achieved Output	Comments
9	Workshop on the Urbanization of Roma neighborhoods.	Conduct one-day seminar with the participation of NGOs, Ministries' representatives, as well as national agencies, independent experts, MPs and NCEDI staff involved in the implementation of the section of the Framework Program for Equal Integration of Roma addressing the urbanization of the Roma neighborhoods.	Round up and systemize the existing expertise on the multiple dimensions of the issue of low living conditions in urban Roma ghettos. Propose and brainstorm possible policies to solve the issue.	The working meeting rounded up and systemized the existing expertise on the multiple dimensions of the issue of urban Roma ghettos and proposed possible policies to solve the issue from all the relevant institutions in charge of the formulation and implementation of these policies.	
10	Workshop for Teachers, Chairs of the Regional Inspectorates on Education and Experts from Ministry of Education and Science on the Issues of Roma Mother language Training.	Carry out a seminar for NCEDI and its members and experts from the Ministry of Education and Science.	Improve qualification of Roma mother tongue teachers.	NCEDI in cooperation with the Ministry of Education organized a 2-week long training in Roma mother language for 40 teachers succeeded by a working meeting between Roma mother language teachers, headmasters and heads of educational inspectorates aiming at updating the methodology of Roma mother language teaching.	
11	International conference 'Equal Opportunities in Education and Social Integration'.	To organize international conference on Equal Opportunities in Education and Social Integration and publish three books comprising conference papers and a fourth one summarizing the main points of the discussions.	Improve the capacity of NCEDI to coordinate, better target and update government policies regarding minority children education on a range of key policy issues underlying ethnic minorities' integration in cooperation with central government institutions, the academic community and NGOs involved in tackling minorities' educational issues.	An international conference was organized and three books comprising conference papers and a fourth one summarizing the main points of the discussions were published on which to base continuing debate and interaction between involved 'actors'. Preconditions for sustained dialogue between interested government and non-government actors on the described policy issues linked with minority children access to quality education were established.	

<i>No</i>	<i>Activity</i>	<i>Anticipated Output</i>	<i>Expected Outcome</i>	<i>Achieved Output</i>	<i>Comments</i>
12	Elaboration of a Strategy for Roma Media Development	<p>A book comprising the content analysis, as well as an assessment of Roma radio, TV and print media marketing strategies, correspondance network, functional relations and fund-rising opportunities to be published.</p> <p>A training of 35 prominent Roma media representatives to be carried out.</p>	<p>Raise public awareness to the minorities' media and their current state, trends and opportunities.</p> <p>Improve quality and intensify dissemination of information about Roma minority and integration issues.</p> <p>Increase professionalism and self-confidence of the leading Roma journalists and improve communication between Roma media teams and their audiences.</p> <p>Promote positive attitudes towards the interethnic integration among the people belonging to the media and intellectual elite.</p> <p>Overcome negative stereotypes and prejudices towards the ethnic minorities and encourage interethnic tolerance and minorities' integration in the society.</p>	<p>A book "Roma Media in Bulgaria 2003" was circulated in 500 copies and distributed among the Roma NGOs, media, academic institutions and media researchers.</p> <p>35 prominent Roma media representatives were trained.</p> <p>Assessment and analysis of structural, organizational, functional and financial status of Roma media was carried out.</p> <p>Assessment and analysis of the communication strategies and approaches in reporting the topics related to Roma minority was carried out.</p> <p>Recommendations for immediate, midterm and long-term activities aimed at improving the work in Roma media were elaborated.</p>	

<i>No</i>	<i>Activity</i>	<i>Anticipated Output</i>	<i>Expected Outcome</i>	<i>Achieved Output</i>	<i>Comments</i>
13	Supporting Cultural Events of Different Minority Groups	<p>Provide support for different minorities' nation-wide cultural and educational initiatives such as National Festival of Roma Culture, National Festival of Roma Music – Stara Zagora Romfest 2001, 2002 and 2003, Vassilitza, Turkish Festival in Pavel Bania, International Roma Day April 8, 2003 to be provided.</p>	<p>Raise the public awareness to the minorities' history and cultural traditions and building up and developing tolerant attitudes towards different ethnic minorities' holidays.</p> <p>Maintain and promote the minorities' cultural heritage and values.</p>	<p>European Roma Philharmonic Orchestra established. Nine concerts in Bulgaria and Spain were held. (October 2002)</p> <p>Tenth and Eleventh National Festival of Roma Music and Dance in Stara Zagora, as well as a Round Table on Roma Culture were supported. (August 2002 and June 2003)</p> <p>Vassilitza (Roma New Year) was celebrated throughout the whole country. (January 2003)</p> <p>National-wide processions, memorial service, round tables, sport events and concerts were carried out to celebrate the April 8th - International Roma Day. (April 2003)</p> <p>National Turkish Folk Festival took place in Haskovski Mineralni Bani. (June 2003)</p> <p>200 performers from Turkey, Greece and Bulgaria participated in the First International Chorus Festival of Armenian Song in Haskovo. (June 2003)</p> <p>Final Media and Public Awareness Event was conducted to present the results of the project. (June 2003)</p>	

<i>No</i>	<i>Activity</i>	<i>Anticipated Output</i>	<i>Expected Outcome</i>	<i>Achieved Output</i>	<i>Comments</i>
14	Carrying out Pilot Minority Media Events	<p>Presentation of Roma minority issues through print, radio and TV media to be signed.</p> <p>Presentation of Turkish minority issues through print, radio and TV media to be signed.</p> <p>Presentation of different ethnic minorities' issues through print, radio and TV media to be signed.</p>	<p>Raise the public awareness, comprehension and conviction on tolerance and integration values and build up confidence in the integration politics at the local, regional and national levels.</p> <p>Extend the circle of informational sources on minority issues and improve the quality of public awareness on different ethnic minorities.</p> <p>Provide systematically and purposefully information on ethnic minorities' history, cultural traditions and contemporary issues in the public discourse.</p> <p>Encourage minority intellectuals' activities aimed at organizing and leading of the community life.</p> <p>Overcome the negative stereotypes and prejudices towards different minority groups and encourage interethnic tolerance and integration.</p> <p>Encourage intermedia relations and stimulating intercultural communication and cooperation in the media.</p>	<p>NCEDI supported 9 NGOs and media to present Roma, Turkish and smaller ethnic minorities' identity and integration issues through print, radio and TV media. Eight issues of the Roma newspaper "Drom Dromendar", 9 supplements of the national newspaper "Sega", 4 issues of the new Armenian magazine "Nie Armentzite", around 100 radio programs in the Bulgarian National Radio, Darik Radio and Info Radio and more than 30 TV programs and documentaries in the Bulgarian National Television and "Sedem Dni" TV were released.</p>	<p>The NCEDI Pilot Minority Media Events proved to be among the most considerable initiatives in Bulgaria aimed at improving the minorities' media reporting in the last few years.</p>

<i>No</i>	<i>Activity</i>	<i>Anticipated Output</i>	<i>Expected Outcome</i>	<i>Achieved Output</i>	<i>Comments</i>
15	Seminars for Journalists	Eight regional seminars for 160 local media journalists and correspondents from 28 districts and 1 seminar for central media journalists to be organized.	<p>Raise knowledge (awareness, comprehension and conviction) on tolerance and integration values.</p> <p>Overcome negative stereotypes towards minorities and prejudices in their media presentation</p> <p>Raise self-consciousness and self-confidence of journalists in their capacity of initiators, supporters and mediators of public intercultural dialogue and minority integration discussions</p> <p>Encourage interest in minority topics and strengthen public respect to journalists working on minority issues.</p> <p>Improve the opportunities for detailed and deeper analyzing of minority issues.</p> <p>Strengthen and extend the professional relations between journalists from different media and regions and improve the communication between journalists and minorities.</p> <p>Build up confidence in the NCEDI policy.</p>	<p>NCEDI organized 9 seminars (4 in the North part of the country, 4 in South part and 1 national seminar) for journalists and other representatives of national, regional and local media, which are interested in the minority topics media reporting. More than 250 media representatives working for the media in all the 28 regions of the country attended the seminars. NCEDI supported two media categories -- for covering ethnic minorities issues in radio and TV programs in the framework of the International Media Events Festival in Albena. NCEDI upgraded its database for minority media and journalists reporting minority topics in the regions. NCEDI and regional councils' representatives built confidence among the journalists and media audiences towards minorities' integration policy of the Government and its implementing institutional network.</p>	<p>The feedback analyses showed that more than 90% of the participants considered the information received as "useful" or "very useful".</p>

<i>No</i>	<i>Activity</i>	<i>Anticipated Output</i>	<i>Expected Outcome</i>	<i>Achieved Output</i>	<i>Comments</i>
16	NCEDI and Project Bulletin	Preparation, testing, printing and distribution of NCEDI Bulletin	<p>Raise the public awareness to the NCEDI activity and problems of the minority integration, as well as the results achieved.</p> <p>Popularize the programs and activities of the regional councils on ethnic and demographic issues.</p> <p>Promote the ethnic minorities' culture and encouraging interethnic understanding.</p> <p>Ensure transparency and openness of the NCEDI and regional councils' policy and activities.</p>	<p>Five issues of NCEDI and Project Bulletin issued - four issues in Bulgarian and one - in English language.</p> <p>500 copies of each bulletin were printed and disseminated. The NCEDI bulletin deals with the most tangible minority topics: <i>Implementation of the Framework Program for Equal Integration of the Roma in the Bulgarian Society; Policy on resolving the problems in the regions with mixed population; Preserving and maintaining of the minorities' culture and media.</i></p> <p>The bulletin issues were disseminated among the key Bulgarian stakeholder groups, ministries and regional administration officials, experts, journalists, NGOs, minority and public opinion leaders throughout the whole country.</p> <p>The digest issue in English is disseminated among the foreign NCEDI partners and several offices of international organizations, foreign embassies in Sofia and some Bulgarian missions abroad. All issues of the bulletin are available at the NCEDI web site.</p>	

<i>No</i>	<i>Activity</i>	<i>Anticipated Output</i>	<i>Expected Outcome</i>	<i>Achieved Output</i>	<i>Comments</i>
17	NCDI Brochure for Journalists.	Preparation, testing, printing and distribution of brochure for journalists	Raise the public awareness to the contemporary international standards for prevention against minority discrimination. Examples of ethnic minorities integration, suitable to the situation in Bulgaria to be given.	NCDI Brochure for journalists was issued. Basic international documents on human rights protection and non-discrimination, as well as information about minority integration policy of the state institutions and NGOs were presented in the brochure. 1000 copies of the brochure were disseminated among journalists, editors, reporters and correspondents working on ethnic minorities' issues. An e-version of the brochure is published in the NCEDI web site.	
18	Bulgarian Ethnic Minorities Internet Portal	Collecting, processing, publishing and supporting permanent and current information on ethnic minorities and the institutions and organizations working on ethnic minorities' issues in a Bulgarian Ethnic Minorities Internet Portal	Stimulate and enhance the quality of the information exchange, the co-ordination and planning of activities of government institutions, local self-government bodies, non-governmental organizations and donor organizations addressing ethnic minorities' issues. Enhance the transparency in the operation of the institutions and organizations tackling minorities' issues.	A Bulgarian Ethnic Minorities Internet Portal was launched by NCEDI in cooperation with the Open Society Foundation. Information about the ethnic minorities, current programs and projects related to the ethnic minorities' integration is collected and published at the <a href="http://www.ethnos.bg">www.ethnos.bg</a> . The web portal lays the foundations of an Internet minority network.	The sustainability of the project is guaranteed by a partnership agreement between the NCEDI and the Open Society Foundation.

<i>No</i>	<i>Activity</i>	<i>Anticipated Output</i>	<i>Expected Outcome</i>	<i>Achieved Output</i>	<i>Comments</i>
19	NCEDI Web Site	The NCEDI web site to be designed, developed, tested and launched in the Internet	<p>Improve the wide access to information and stimulate better understanding by the mainstream society towards the policy of integration of ethnic minorities</p> <p>Raise the public awareness to the NCEDI activities and the results achieved and ensure transparency and openness of the NCEDI and regional councils' policy and activities.</p>	<p>NCEDI web site was designed and launched.</p> <p>Information on NCEDI status, policy and programs, as well as basic data on the regional councils on ethnic and demographic issues, were collected and systematized in the NCEDI web site.</p> <p>The NCEDI web site contains the major database of Government and regional policy for ethnic minorities' integration.</p> <p>The site was integrated in the Bulgarian government web-page system.</p>	
20	Purchase of computer and other technical equipment.	Purchase computer and other technical equipment	Built-up the capacity of the NCEDI	<p>30 Personal Computers, 30 printers, 2 Notebook computers, 1 digital copy machine including the functions of a network printer and fax-machine, 1 digital video-camera, 1 digital photo camera and 2 digital voice recorders were purchased.</p>	