

NATIONAL PROGRAMME

**FOR IMPROVEMENT OF THE
LIVING CONDITIONS OF ROMA
IN THE REPUBLIC OF BULGARIA**

FOR THE PERIOD 2005-2015

CONTENT

I. INTRODUCTION.....	4
II. METHODOLOGICAL APPROACH FOR ELABORATION OF THE PROGRAMME.....	5
III. ANALYSIS OF THE STATUS OF THE LIVING CONDITIONS OF ROMA IN THE REPUBLIC OF BULGARIA	7
IV. GOALS, PRIORITIES AND IMPLEMENTING MEASURES.....	9
V. LEGISLATION, PROPOSALS FOR AMENDMENT	14
VI. NECESSARY FUNDS AND SOURCES OF FINANCING OF THE PROGRAMME.....	16
VII. ALLOCATION OF THE TASKS BETWEEN THE INSTITUTIONS FOR IMPLEMENTATION OF THE PROGRAMME.....	18
VIII. MANAGEMENT, MONITORING AND EVALUATION OF THE PROGRAMME	25

LIST OF USED ABBREVIATIONS

VAT	Value Added Tax
LSP	Law on the State Property
LMP	Law on the Municipal Property
LOT	Law on the organisation of the territory
IMF	International Monetary Fund
MAF	Ministry of Agriculture and Forestry
MEE	Ministry of Economy and Energy
MRDPW	Ministry of Regional Development and Public Works
MF	Ministry of Finance
NAMRB	National Association of the Municipalities in the Republic of Bulgaria
NGO	Non-governmental organisation
NCCEDI	National Council for Cooperation on Ethnic and Demographic Issues
NSI	National Statistical Institute
CIS	Commonwealth of Independent States
UNDP	United Nations Development Programme
DAP	Detailed organisational plan

I. INTRODUCTION

The National Programme for Improvement of the Living Conditions of Roma in the Republic of Bulgaria was elaborated in accordance with the National Housing Strategy of the Republic of Bulgaria, adopted with Council of Ministers' Decision № 395 from 14 May 2004.

The Programme was elaborated also in implementation of the Action Plan for Implementation of the Initiative for "Decade of Roma Inclusion - 2005-2015", adopted with Council of Ministers' Decision under Minutes № 15 from 15 April 2005, as well as of the Framework Programme for Equal Integration of Roma in the Bulgarian society, adopted with Council of Ministers' Decision under Minutes № 18 from 22.04.1999.

The Programme was elaborated jointly by experts from the Council of Ministers' Administration – "Ethnic and Demographic Issues" Directorate, MRDPW, MF, MLSP, representatives of the National Association of the Municipalities in Bulgaria, UNDP Delegation for Bulgaria, municipal administrations and Roma NGOs.

The programme implementation and the resources for the improvement of the living conditions of Roma in the Republic of Bulgaria shall be ensured in the framework of this National Programme through the Action Plans for the relevant periods.

The scope of this Programme is intended to provide improvement of the living conditions of the Roma community. The UNDP study "Support for elaboration of a National programme for improvement of the living conditions in urban environment of the ethnic minorities in disadvantaged position" has been taken into account in its elaboration. The stress is put on the urban areas on the basis that there are much more various grave and complex problems, including housing, and therefore the challenges are far more urgent and serious, than in the rural areas. Nevertheless, the Programme is an open document for applying with projects from all municipalities, settlements and districts with concentrated disadvantaged Roma population.

The Programme covers a period of 10 years (2005-2015) and during its implementation it will be updated and improved. The Programme will be implemented by the means of an Action Plan.

The principles, on which the Programme is based and will be implemented, are, as follows:

- Cost-effectiveness (obtaining maximum results from the inputted envisaged resources) and accountability (monitoring and financial control)
- Interaction and coordination of all players
- Provision of equal access to the Programme
- Ensuring of the resources – financial and personal
- Lawfulness
- Partnership, publicity and transparency
- Maximum commitment of the beneficiaries in the comprehensive process of elaboration and implementation of the Programme.

II. METHODOLOGICAL APPROACH FOR ELABORATION OF THE PROGRAMME

The National Programme for Improvement of the Living Conditions of Roma is elaborated on the basis of prognostic assumptions used for the elaboration and measurement of the value of the programme components, which form the initial data for the programming model. The methodology is elaborated in such way so to produce results by utilizing to the greatest extent the available data from the preliminary studies, which have been carried out.

The quantitative evaluation of the existing conditions and needs is based mainly on analysis and prognostic assumptions drawn on "Preliminary Study of the Urbanisation and Housing in Roma Districts" – 2003, financed under EU Phare-2002 "Preparation for Economic and Social Harmonisation" Programme and included in the UNDP research. The study uses a sample of data for 88 mainly urban settlements (towns and cities) out of total number of 161 municipalities, which according to the 2001 census have population more than 10 000 inhabitants. The Programme is based on the presumption that these 88 settlements encompass the main part of the target Roma population, which is 412 500 persons, or 85 900 households. Additional and more in-depth material for the purposes of the preliminary study is provided through field research in selected Roma districts, chosen out of the total number of 88 towns and cities.

Upon recommendation of the National Statistical Institute it has been accepted that: the share of the Roma population living in towns, which in 2001 was 55% of the total Roma population in the country, will remain unchanged throughout the whole 10-year period of the Programme (2005 – 2015); that the natural growth will also remain unchanged; and that during the 10-year period of the implementation of the Programme the size of the urban Roma households will decrease from 4,8 (according to the study from 2001 for the Regional Report on Human Development, elaborated by the UNDP Regional Office for Europe and CIS) to 4,0 persons. The distribution of the income amongst Roma is calculated mainly in the basis of the abovementioned regional study.

The elaboration of the Programme includes the following stages:

1. Assessment of the needs for improvement of the condition of Roma districts in regard to:
 - Engineering infrastructure – water supply, sewage system, power supply, gas supply, street network, street lighting, communication networks, etc.;
 - The quality of construction of the existing buildings.
2. Assessment of the needs in new housing (number), including the adjacent technical infrastructure:
 - For relocation of households due to necessity of new construction in conformity with the plans for street regulation and with the construction parameters in the updated detailed organisational plans (DAPs);
 - For placement of households in need of new housing in order to reduce the density of population of the individual real estates and the number of the inhabitants per dwelling;
 - For placement of new households emerging as a result of the reduction of the average number of persons living in one household during the overall 10-year period of implementation of the programme;

3. Assessment of the needs in repair or new construction of internal social infrastructure of the districts (objects in the field of healthcare, education, recreation and culture, administration);

4. Elaboration of financial and operational model allowing maximum flexibility in elaboration of the Programme, including:

- Laying down of all standards and making and calculation of the expenditures;
- Establishment of financial accessibility for all income levels in the target group of the population;
- Determination of the possible types of new dwellings in accordance with the income level of the Roma and their ethnic specificity;
- Distribution of all expenditures for the overall period of the implementation of the Programme;
- Determination of the amount of the needed resources and their proper targeting;
- Fixing of the different financial sources and distribution of the resources by the Programme components;
- Determination of the methods of the implementation of the Programme.

III. ANALYSIS OF THE STATUS OF THE LIVING CONDITIONS OF ROMA IN THE REPUBLIC OF BULGARIA

The states of the European Community as a whole, as well as those from Central and Eastern Europe have been searching for years for solutions for successful integration of the Roma community and for improvement of their living conditions. This issue acquired a paramount importance for Bulgaria during the last 10 -15 years, when the country had chosen the way of new democratic development and of joining EU.

A number of regional studies^{1[1]} establish persisting poverty amongst Roma community and worsening of the living conditions in the Roma districts, which have emerged in a natural manner. A sustainable trend for increasing differentiation between the living conditions in the Roma groups and the living conditions of the majority of the remaining part of the population can be observed. The results of these studies show increasing social and economic isolation of the Roma communities in all countries in Europe, including in Bulgaria.

In Bulgaria 71% of the Roma respondents in the urban areas and 83 % in the rural areas consider themselves as poor or living in misery. For a great part of them – 82%, the greatest danger is the lack of sufficient income; 87 % of the Roma households live at or below the poverty threshold of BGN 102 per month^{2[2]}. The life expectancy for Roma in Bulgaria is in average 5 to 6 years

^{1[1]} Study from November 2001 for the Regional Report on Human Development of the UNDP Regional Office for Europe and CIS „Roma in Eastern Europe: Avoiding the Dependency Trap”; Study of the profiles of vulnerability from October 2004 for the UNDP Regional Office for Europe and CIS Report “Faces of Poverty, Faces of Hope: Profiles of Vulnerability in the Countries, participating in the Roma Inclusion Decade”, 2005.

^{2[2]} The poverty threshold of BGN 102 has been calculated by the Ministry of Labour and Social Policy (MLSP) and the National Statistical Institute (NSI) in 2004 on the basis of multifunctional survey of the households carried out by NSI

shorter than for the other groups. The child mortality rate is twice the average for the country. Although the Roma in Bulgaria have settled lifestyle, most of them do not possess land and home and don't have permanent income.

During the last 15 years of political and economic transition in the country there is an increasing trend for uniting of Roma and for their isolation from the remaining part of the society. The number of illiterates amongst the adult population has doubled. Between 60 % and 80% of the Roma in active age are permanently unemployed. The poverty, bad health status and high child mortality rate have negative impact on Roma families. The sociologists expect deepening of the stratification of the society and emerging of a new highly separated Roma stratum with hostile attitude, which will lead to grave social conflicts.

During the 2001 census in the Republic of Bulgaria organised by NSI there have been reported approximately 370 000 Roma; another 350 000 persons have social-economic features similar to those of the Roma community but determine themselves as Turks or Bulgarians.

The conducted sociological surveys on the disadvantaged situation of the Roma community show that the respondents indicate at first place the poor living conditions or the lack of any housing, followed by lack of constant employment, lack of equal educational opportunities, lack of public utilities.

During the last 15 years the living conditions of increased number of Roma have permanently deteriorated. The prevailing part of the buildings has been constructed with available materials, illegally, in violation of the organizational plans (where such plans exist), the street network and the public utility infrastructure are in bad condition and this turns the Roma districts in ghettos. The overcrowded dwellings and the increase of the density of the population put a pressure on the servicing systems, which themselves are insufficient and provide services to only 46 % of the population in the Roma districts, and this entails the bad hygiene conditions and health risks for the population, as well as social tension.

There is a great difference between the levels of the coverage of the provision of public utilities for Roma dwellings and for the dwellings countryside. By level of coverage with infrastructure the Roma districts can be divided into two groups – those having only power supply and those having power and water supply, but don't have sewage system.

During the last years significant changes can be observed in comparison with the traditions of the Roma community. These changes are related to the family cohabitation and the preferred place for settlement. Overcrowded dwellings in case of extended households (such households, where families from several generations live together) cause extremely high social stress. The families living

with the financial support of the World Bank under the World Bank methodology for poverty mapping. In accordance with this methodology the poverty threshold is fixed at BGN 102 equalized monthly expenditures per person. Taking into account that in average 4.8 persons live in one Roma household (the calculations are on the basis of the data from the Regional Report on Human Development of the UNDP Regional Office for Europe and CIS „Roma in Eastern Europe: Avoiding the Dependency Trap”) and the poverty threshold fixed at BGN 102, according to the calculations of UNDP – Bulgaria 87 % of the Roma population live at or below poverty threshold (at BGN 102 equalized monthly expenditures per person, the poverty threshold of a Roma household is estimated at BGN 490 per month).

together declare need in separate housing for each family. Young Roma families have especially great need in separate housing. Many of the new families prefer living separately from the big household.

The studies show that about 25% of the dwellings in the Roma districts are illegal. There are no updated cadastral maps with precise registration of the lots in the Roma districts. In numerous settlements there are no detailed organisational plans (DAPs) for the Roma districts. In the few cases, where such DAPs exist, they are frequently disobeyed.

The National Housing Strategy of the Republic of Bulgaria, adopted in 2004 includes also elaboration of a separate National Programme for improvement of the living conditions of the Roma in order to take into account the objective specificity of this community.

The general condition of the housing sector in the country is characterized with:

- Limited financial accessibility for purchasing and renting a dwelling on the current market prices;
- Bad management and maintenance both of the public and private housing fund;
- High proportion of the private dwelling owners;
- Contracted public housing sector (impossibility of the state/municipality to influence the market for purchasing/renting house by the low income population);
- Outworn and /or depreciated housing fund;
- Housing fund, characterized with very high power consumption due to the poor insulation of the buildings;
- High percentage of uninhabited dwellings in "unattractive" districts lacking services/public utilities and employment opportunities.

The solving of the housing problem is linked to the economic stability of the society and the individual families. The greater part of the Roma community does not have permanent income and economic stability. Due to highly constricted financial abilities and the low purchasing power, the prevailing part of the Roma families cannot purchase or rent a separate dwelling.

In order to ensure normal living conditions for the Roma families, it is necessary that the state, the municipalities, the NGOs and the banking system, as well as the international funds to combine the efforts for assisting the Roma community.

IV. GOAL, PRIORITIES AND IMPLEMENTING MEASURES

GOAL:

The goal of the National Programme for Improving the Living Conditions of Roma for the period 2005-2015 is to unite, guide and coordinate the efforts of the state institutions, local authorities, NGOs, the Roma community and of all concerned institutions for improvement of the living standard and the equal integration of the Roma in the Bulgarian society.

EXPECTED RESULTS:

Districts with improved public utilities and improved living standard of the Roma in the Republic of Bulgaria.

PRIORITIES:

1. Elaboration of strategies for local economic development of the settlements, including districts, with prevailing Roma population in accordance with the Programme's goal.

2. Improvement of the legislation with the aim to create conditions for regulation and improved public utilities for the districts with prevailing Roma population.

3. Regulation of the territories and improvement of the existing and construction of new technical infrastructure.

MEASURES:

The quantitative indicators used for describing different measures are based on the analyses and the prognostic assumptions made in the UNDP preliminary study "Support for elaboration of a National Programme for Improvement of the Living Conditions in Urban Environment of Disadvantaged Ethnic Minorities"

I. Investment measures

I.1. Regulation of the territories of the existing districts with prevailing Roma population

Elaboration or supplement of the cadastral maps and registers, elaboration of new or updating of the existing detailed organisational plans (DAPs) of the whole territory of the existing districts, covering the complete set of DAP and cadaster components, including the necessary geodetic surveys of the landscape, supported by satellite images in order to update the detailed basic mapping (see also S.8).

I.2. Improvement of the existing and construction of new technical infrastructure in the existing districts

Further development of the technical infrastructure in the existing districts with the aim to improve the existing networks and to provide extended or new networks, including the following elements infrastructure:

- Streets and the adjacent facilities;
- Water supply, including reconstruction or new construction of the pavement;
- Sewage, including reconstruction or new construction of the pavement;
- Power supply
- Street lighting

I.3. Improvement of the quality of the constructed in the existing districts dwellings, which comply with the legislative requirements and with the enacted or updated detailed organisational plans of the relevant districts

Improvement of the quality of 25% (or 17 180 dwellings) of the existing in the target districts dwellings, which comply with the legislative requirements and with the enacted or updated detailed organisational plans of the relevant districts.

I.4. Elaboration of detailed organisational plans for new lots –municipal property for construction of housing

Settlement of the property issues, alteration of the purpose [of the land], fixing of new lots in the settlements for housing construction; geodetic surveying, elaboration of new and updating of the existing detailed organisational plans (DAPs) and cadastral maps of the whole territory of the newly designated lots, including the necessary geodetic surveys of the lots, supported by satellite images in order to update the detailed basic mapping (see also S.8).

I.5. Construction of new or further development of the existing technical infrastructure of the newly designated lots in accordance with the elaborated DAPs for provision of the necessary conditions for subsequent housing construction

Construction of new or further development of the existing technical infrastructure of the newly designated lots with the aim to improve the existing networks and/or provide extended or new networks.

I.6. Construction of social housing on the newly designated lots

Construction of a total number of approximately 30 000 social dwellings with the adjacent technical infrastructure in order to meet the needs, which have emerged during the implementation of measures for organisation of the territory – street regulation, construction of the technical infrastructure, provision of compliance of the buildings with the construction and technical norms (9 000 dwellings – for relocation of households as a result of implementation of organisational plans and 21 000 dwellings for relocation with the aim to reduce the density of population).

The ownership of these dwellings is regulated in accordance with the existing legislation. The owners of the dwellings have the right and the obligation to determine the criteria and the conditions for placement in them.

The UNDP study proposes five types of new dwellings with different financial accessibility and living space between 20 and 87 sq. m. for construction of new housing in a self-supportive manner (about 17 000 dwellings for the period of duration of the programme. These types of new dwellings are used in order to fix the different capital investments and the relevant living standards and expenses, which correspond to the different levels of financial accessibility. In order to illustrate the proposed Programme with concrete preliminary housing design the five types of dwellings have been chosen or adapted from different types new dwellings, which have or are being built in different Roma districts under various projects. It should be noted that these five types of dwellings represent only one of the possible ways for linking the value of each type of dwelling with the relevant financial accessibility, domestic peculiarities and needs.

I.7. Construction of objects of the social infrastructure of existing and newly designated lots for housing construction

Construction of objects of the social infrastructure (health care establishments, educational establishments, cultural and recreational objects, state administration, police, and post office) on the new lots designated for housing construction, as well as in the existing districts after updating of the organisational plans. It is envisaged to build new or repair the existing buildings and their appropriate facilities at standard square surface calculated proportionally per hectare living space, or buildings with total square surface of 108 000 sq. m., providing services to 190 000 persons.

S. Support measures

S.1 Strategies for local economic development

It is expedient that these strategies to be linked with the Municipal Development Plans.

S.2. Mobilisation of the community based Roma community organisations

Organising of the Roma community in order to inform the beneficiaries and to provide their participation in the overall process of implementation of the Programme.

- Training of 180 grassroots groups and promoters from the local inhabitants, covering a total number of about 2400 persons;
- Consultancy support, guardianship, administrative support, research on the tools for collective activity, such as collective savings, collective crediting and construction cooperatives, exchange of visits between representatives of different districts in the country.

S.3. Capacity building and development of partnerships, encompassing organisations from the communities, other non-governmental organisations, officials from municipal and state administration, representatives of the private business

Creation of conditions and prerequisites for efficient partnership of all concerned parties in the process of implementation of the Programme.

- Joint training and practical activities of approximately 2 250 participants with 60 trainers, divided into groups throughout the implementation of the Programme (the groups comprise municipal and state officials, representatives of Roma NGOs and of the community);
- Support for strengthening of the partnership networks and association of NGOs, which working with the Roma communities on all issues concerning them. Establishment of contacts through meetings and communication, establishment of coordination mechanisms for collection, processing and distribution of information on the activities in the community and on the good practices.

S.4. Establishment of consultation, information (including on the terms for granting a credit) and assistance for "SELF-ASSISTANCE" offices.

Organisation of consultancy assistance and provision of information on all aspects of the Programme to the Roma population.

S.5. Loans for development of a small business

Granting of loans for commencement, continuing and extension of projects for small business in a form of a credit for 14 000 households. The amount of the credit is determined on the basis of expert assessment of the practical experience in the relevant field.

S.6. Centers for vocational training

Organisation of practice-oriented courses for obtaining of professional skills in the field of construction aimed at direct participation of the beneficiaries in the improvement and construction of their own dwellings and of the objects of the social infrastructure, and in the construction of the social housing.

S.7. Elaboration of specific requirements for tender documentation for future contractors under projects assigned in conformity with the Law on Public Procurement and its relevant amendments.

During the preparation of the tender documentation there should be elaborated selection criteria for the applicants for implementation of the projects under the Programme. These criteria should definitely include the requirement for committing Roma during some or all stages of the project.

S.8. Establishment of a monitoring system intended to provide publicity and transparency of the overall process of implementation of the Programme

Creation of conditions for constant monitoring of the implementation of the Programme both by the responsible authorities and its beneficiaries.

- Obtaining of a set of satellite images for each of the big districts as a part of envisaged national coverage of the main cities and towns.
- Demographic and socio-economic surveys (auto surveys) in the big districts. The surveys shall be carried out by activists and volunteers in the districts. They shall be coordinated and organised by 5 mobile teams, selected from the inhabitants of the districts. Training of 25 team members and support for the community for the field work with the help of satellite images for the updated and detailed basic mapping of the districts is envisaged. The surveys shall be used for collection of information on the problems and the opportunities in the districts, on the awareness of the citizens living in the districts on the current situation, as well as for running monitoring of the results of the Programme.

V. LEGISLATION. PROPOSALS FOR AMENDMENT

Under the legislation in force the Municipal Councils have the powers to determine the policy and to carry out activities on organisation of the territory of the respective municipality. LSP, LMP, LOT, as well as other laws and secondary legislative acts govern the public relationships related to the property, organization of different types of territories and organizational zones. Taking into consideration these powers there is a possibility for elaboration of new detailed organisational plans consistent with the specificity of settlement in districts with prevailing Roma population. As a result one of the possible ways for partial solving of the housing problems in these districts is to lay down through amendments in the legislation the possibility for legalizing of the existing buildings whilst at the same time ensuring strict compliance with certain objective criteria and legal requirements. In addition, before undertaking such approach and comprehensive solution of the issues related to the illegal construction and legalization of certain construction categories, an analysis of the existing status of the district should be carried out, which analysis should be used as a basis for elaboration of the respective criteria and indicators for eventual legalization. This analysis should seek a solution for the identified problems in their logical sequence taking into account the specific circumstances.

Another possibility for solving Roma housing problems is a part of the existing municipal housing fund to be adapted to the needs of Roma through decisions of

the respective Municipal Councils. Moreover, departmental dwellings could be transferred to the municipalities in case of decline in need for them in accordance with the LSP. In a short term, the granting of the right to construction (without or with compensation) should also be discussed as an option which could facilitate the solving of some of the mentioned problems.

Proposals for amendment of the legislation

1. Amendments in the LOT, granting to the municipalities additional powers in organisation of the territories in regard to the housing construction.

2. Granting of target subsidies to the municipalities for implementation of the powers and commitments of the municipalities for construction of social housing for rent, including those under this Programme should be envisaged on the Organic Budget Law.

3. Introducing the possibility the state to go guarantee for municipal debts made for construction of housing for social needs and for renovation of housing buildings which are predominantly municipal property should be created in the Law on the Municipal Debt.

4. The foundation of housing associations for construction and management of social housing for rent should be laid down in the legislation and promoted.

5. The modernisation of the financial and credit tools for the housing sector should be encouraged.

VI. NECESSARY FUNDS AND SOURCES OF FINANCING OF THE PROGRAMME

The total maximum cost of the Programme is indicative and at the moment of its elaboration is estimated at BGN 1260 million for the period of 10 years. The investment measures represent 91.4% of the overall cost of the Programme. The remaining 8.6% cover all support measures. The largest capital investments are laid down in the measures for regulation of lots and for improvement of the technical infrastructure, which will amount to 42.3% of the overall cost of the Programme, or BGN 532.30 million; the second largest measure is construction of new social housing, which will amount to 41.4% (BGN 521.37 million) of the overall cost of the Programme.

The indicative total cost of the Programme is distributed by measures, as follows:

- Investment measures: I1 and I4 – BGN 110 900 thousand; I2 and I5 – BGN 421 800 thousand; I3 and I6 – BGN 521 370 thousand; I7 – BGN 96 970 thousand.
- Support measures: S1 – BGN 4 500 thousand; S2 – BGN 940 thousand; S3 – BGN 870 thousand; S4 – BGN 1 430 thousand; S5 – BGN 96 630 thousand; S6 – BGN 1 800 thousand; S7 – BGN 650 thousand; S8 – BGN 1 480 thousand.

The main sources of financing will be: the state budget; the municipal budget and the Structural Funds of the European Union.

The financial provision of the Programme from the state budget amounts to 40% of the total cost. It will be carried out mainly through the budget of the Ministry of the Regional Development and Public Works in the framework of the general budget procedure and rules and will depend on the capabilities of the budget. This presupposes that the Ministry of Regional Development and Public Works should include the activities under the Programme in its programme structure of the budget for 2007 and the following years and should propose it for financing in

the context of the expenditure ceilings and the remaining budget programmes of the Ministry.

The financing of the Programme for 26 will be carried out in the framework of the approved budget of the MRDPW and the budget relationships with the municipalities.

It is envisaged that the contribution of the municipalities will be 17% of the cost of the Programme. A part of this contribution is expected to be in the form of municipal lots necessary for the implementation of the Programme.

In regard to the EU Structural Funds financing should be sought for all activities eligible under Operational Programmes at the different stages and at different levels of planning and programming of the resources under these programmes. The indicative financial part of this aid is estimated at 30% of the resources for implementation of this Programme.

A part of the necessary resources may be ensured in the form of loan financing, including from international sources. This should be done mainly upon initiative of the municipalities and in compliance with the provisions of the Law on the Municipal Debt.

The guaranteeing of the sustainability of the Programme presupposes to seek financial participation also from the beneficiaries. To this end the beneficiaries can be encouraged to share the expenditures by creating appropriate credit lines for granting loans for purchasing dwellings built in accordance with the Programme. The estimates show that approximately one-third of the Programme can be financed in this manner. Upon reaching concrete agreements for financing and after the credit institutions are encouraged to support the implementation of the Programme, the necessary financing from the state budget will be reduced with the respective part.

VII. ALLOCATION OF THE TASKS BETWEEN THE INSTITUTIONS FOR IMPLEMENTATION OF THE PROGRAMME

The successful implementation of such complex Programme bound with concrete deadlines depends to a great extent on the principle of the constructive partnership and the mutual support of all players. During the implementation of the Programme wide public support and participation of the Roma non-governmental organisations, of non-governmental organisations working for social integration for general good and of other structures should be sought. For that reason the support components of the proposed programme are of paramount importance. Without strong and well informed communities working in close partnership with the authorities and linked in a national network for exchange of experience, there would be a serious risk the activities to come from the higher levels, not to be understood, improperly targeted, not coordinated, financially impossible and, therefore, to remain external for the people, due to which it would not create commitment and responsibility amongst the target group, to whom the Programme is addressed.

Government

The policy of the Republic of Bulgaria for decentralisation considers the role of the government as a coordinating mediator, which ensures real opportunities, provides the necessary guidelines at political level and mobilizes national and foreign resources.

Having in mind this role, the question for the type and the competences of the central structure for management of the proposed Programme, which should

guarantee full representation of all parties concerned, should reach balance between the ensuring real opportunities and the functions of central executive body and should have the necessary technical and administrative capacity for implementation of the Programme, is decisive.

Central role in the implementation of the Programme should be played by the Ministry of Regional Development and Public Works and the Ministry of Finance.

The National Council for Cooperation on Ethnic and Demographic Issues with the Council of Ministers has coordinating and consulting functions in regard to the implementation of this Programme.

Regional administrations

The regional administrations are important subject in the implementation of the Programme. They shall carry out specific functions having direct importance for the management and especially for the coordination of its implementation.

Bodies of local self-government

The bodies of the local self-government play the main role in the implementation of the Programme. Through their powers to initiate and carry out the organisational and the housing policy at local level, they should elaborate, update and enforce the detailed organisational plans; the set out and to conduct the necessary procedures for designation of new lots for housing construction, whenever necessary, to prepare the projects and create the technical infrastructure, etc. They bear the responsibility also for the investment projects and the elaboration of the strategies for local economic development.

Non-governmental organisations (NGOs)

A serious role in the implementation of the Programme is attributed to the non-governmental organisations and the civic associations, especially of the Roma associations. In that regard it is important to differentiate and allocate clearly the responsibilities between them and the other participants.

Communities in the Roma districts

The Programme envisages the Roma communities to be equal partner in the process of taking concrete decisions and their implementation.

DISTRIBUTION OF EXPENDITURES BY MEASURES

MEASURES	Responsible institutions/organisations Financial sources
I. Investment measures	
I.1. Regulation of the territories of the existing districts with prevailing Roma population	<u>Responsible institutions/organisations</u> Bodies of local self-government MF MRDPW, including the Cadaster Agency, DNCS Branch organisations of the architects and designers Non-governmental organisations- consultative

	<p>functions</p> <p><u>Sources of financing</u> State budget Municipal budgets International financial institutions Operational Programmes 2007 – 2013</p>
I.2. Improvement of the existing and construction of new technical infrastructure in the existing districts	<p><u>Responsible institutions/organisations</u> Bodies of local self-government MF MRDPW Specialised state and local bodies Non-governmental organisations – consultative functions</p> <p><u>Sources of financing</u> Municipal budgets State budget International financial institutions Non-governmental organisations Pre-accession instruments Operational Programmes 2007 – 2013.</p>
I.3. Improvement of the quality of the constructed in the existing districts dwellings, which comply with the legislative requirements and with the enacted or updated detailed organisational plans of the relevant districts	<p><u>Responsible institutions/organisations</u> Bodies of local self-government MF Housing associations Non-governmental organisations – consultative functions</p> <p><u>Sources of financing</u> Banks and non-bank financial institutions State budget Municipal budgets</p>
I.4. Elaboration of detailed organisational plans for new lots –municipal property for construction of housing	<p><u>Responsible institutions/organisations</u> Bodies of local self-government MRDPW, including the Cadaster Agency Community based organisations and local NGOs, including Roma NGOs</p> <p><u>Sources of financing</u> State budget Municipal Budgets International Programmes Non-bank financial institutions Bank institutions</p>
I.5. Construction of new or further development of the existing technical infrastructure of the newly designated lots in accordance	<p><u>Responsible institutions/organisations</u> Bodies of local self-government MF MRDPW MLSP</p>

<p>with the elaborated DAPs for provision of the necessary conditions for subsequent housing construction</p>	<p>MEE Specialized state and local bodies Community based organisations and local NGOs, including Roma NGOs – consultative functions</p> <p><u>Sources of financing</u> State Budget Municipal Budget International Financial Institutions Non-governmental organisations Non-bank financial institutions Bank institutions</p>
<p>I.6. Construction of social housing on the newly designated lots</p>	<p><u>Responsible institutions/organisations</u> Bodies of local self-government MF MRDPW Housing associations Non-governmental organisations – local NGOs, including Roma NGOs – consultative functions</p> <p><u>Sources of financing</u> Municipal budgets State budget Banks and non-bank financial institutions International financial institutions</p>
<p>I.7. Construction of objects of the social infrastructure of existing and newly designated lots for housing construction</p>	<p><u>Responsible institutions/organisations</u> Bodies of local self-government Competent authorities, organisations and companies Non-governmental organisations – local NGOs, including Roma NGOs – consultative functions</p> <p><u>Sources of financing</u> State budget Municipal budgets International financial institutions Non-governmental organisations</p>
<p>S. Support measures</p>	
<p>S.1 Strategies for local economic development</p>	<p><u>Responsible institutions/organisations</u> Bodies of local self-government MEE Non-governmental organisations- local NGOs, including Roma NGOs – consultative functions</p> <p><u>Sources of financing</u> Municipal budgets International financial institutions Non-governmental organisations</p>
<p>S.2. Mobilisation of the</p>	<p><u>Responsible institutions/organisations</u></p>

<p>community based Roma community organisations</p>	<p>NAMRB MRDPW HCOPB Non-governmental organisations- local NGOs, including Roma NGOs – consultative functions</p> <p><u>Sources of financing</u> State budget Non-governmental organisations</p>
<p>S.3. Capacity building and development of partnerships, encompassing organisations from the communities, other non-governmental organisations, officials from municipal and state administration, representatives of the private business</p>	<p><u>Responsible institutions/organisations</u> Bodies of local self-government NAMRB Community based organisations Local NGOs, including Roma NGOs Council of Ministers – ‘Ethnic and Demographic Issues’ Directorate Municipal and regional councils for cooperation on ethnic and demographic issues MLSP MF MRDPW</p> <p><u>Sources of financing</u> Non-governmental organisations International financial institutions State budget Municipal budgets</p>
<p>S.4. Establishment of consultation, information (including on the terms for granting a credit) and assistance for “SELF-ASSISTANCE” offices</p>	<p><u>Responsible institutions/organisations</u> Bodies of local self-government NAMRB Community based organisations Local NGOs, including Roma NGOs Council of Ministers – ‘Ethnic and Demographic issues’ Directorate Municipal and regional councils for cooperation on ethnic and demographic issues MRDPW</p> <p><u>Sources of financing</u> Non-governmental organisations Municipal budgets</p>
<p>S.5. Loans for development of a small business</p>	<p><u>Responsible institutions/organisations</u> Community based organisations Local NGOs, including Roma NGOs Associations, foundations MEE MLSP</p> <p><u>Sources of financing</u> Non-governmental organisations Non-bank financial institutions</p>

	Bank institutions
S.6. Centers for vocational training	<p><u>Responsible institutions/organisations</u> Associations of the private business Bodies of local self-government Community based organisations, local NGOs, including Roma NGOs Council of Ministers – ‘Ethnic and Demographic issues’ Directorate Municipal and regional councils for cooperation on ethnic and demographic issues MRDPW MLSP</p> <p><u>Sources of financing</u> Private business associations Municipal budgets</p>
S.7. Elaboration of specific requirements for tender documentation for future contractors under projects assigned in conformity with the Law on Public Procurement and its relevant amendments	<p><u>Responsible institutions/organisations</u> MRDPW Bodies of local self-government Local NGOs</p> <p><u>Sources of financing</u> State budget</p>
S.8. Establishment of a monitoring system intended to provide publicity and transparency of the overall process of implementation of the Programme	<p><u>Responsible institutions/organisations</u> MRDPW Council of Ministers – ‘Ethnic and Demographic issues’ Directorate Municipal and regional councils for cooperation on ethnic and demographic issues National Statistical Institute Community based organisations, local NGOs, including Roma NGOs</p> <p><u>Sources of financing</u> State budget International financial institutions International NGOs</p>

VIII. MANAGEMENT, MONITORING AND EVALUATION OF THE PROGRAMME

Management

The implementation of the Programme is managed by the Ministry of Regional Development and Public Works.

The terms and conditions for allocation of the resources under the Programme by municipalities shall be determined by the Council of Ministers upon a proposal of the Minister of Regional Development and Public Works.

The Ministry of Regional Development and Public Works carries out the allocation of the resources by municipalities from the various financial institutions for improvement of the living conditions of Roma on the basis of approved investment projects submitted by the municipalities.

The Minister of Regional Development and Public Works annually proposes, in the framework of the budget procedure, planning of the necessary resources for the implementation of the Programme for the relevant year.

The coordination shall be carried out by the National Council for cooperation on ethnic and demographic issues with the Council of Ministers.

Monitoring and evaluation

The National Programme for Improvement of the Living Conditions of Roma in the Republic of Bulgaria for the period 2005-2015 shall be updated and modernised in the course of its implementation through Action Plans.

The Minister of Regional Development and Public Works shall submit annually not later than 30 April to the Council of Ministers a report on the implementation of the Action Plan for the preceding year. Its conclusions shall be applied in the planning of the next activities for implementation of the Programme's goal – the improvement of the standard of living and the equal integration of the Roma in the Bulgarian society. The Council of Ministers shall adopt the submitted report and approve the proposed Action Plan for the current year.

The evaluation of the implementation of the concrete measures under the Programme shall be carried out through indicators laid down in the annual Action Plans.

On the basis of the report submitted by the Minister of Regional Development shall evaluate the implementation of the activities envisaged in the Action Plan for the preceding year, as well as of the measures under the Programme.

Account of the effect of the implementation of the Programme (social, structural, economic, financial, ecological, etc.) shall be given periodically on the basis of the interim evaluations for the relevant periods- on the third and seventh year of the implementation of the Programme. The overall implementation of the Programme shall be evaluated on the basis of the final report in the end of the 10-year period (2015). The interim reports and the final report of the implementation of the Programme shall be submitted by the Minister of Regional Development and Public Works to the Council of Ministers for approval.