

Action fiche for ENP South region Annual Action Programme 2012 (part I)**1. IDENTIFICATION**

Title/Number	Euromed programme for the prevention, preparedness and response to natural and man-made disasters (PPRD) South II (ENPI/2012/023-788)		
Total cost	EU contribution: EUR 5 million		
Aid method / Method of implementation	Project approach / direct centralised management		
DAC-code	74010	Sector	Disaster prevention and preparedness

2. RATIONALE**2.1. Sector context**

Natural and man-made disasters have a devastating affect on people's lives, their livelihood and the environment. The European Neighbourhood Policy (ENP) South region is particularly exposed to the risks of natural and man-made disasters, which can have a significant negative and cross-border impact on populations, the environment, resources and infrastructures, and could undermine the region's sustainable development. The changing climate affects the frequency, intensity, spatial extent, duration, and timing of extreme weather and climate events, and can result in unprecedented extreme weather and climate events. Therefore, regional civil protection co-operation in the ENP South region has been an important dimension of the political and security pillar of the Barcelona Process and its political importance has been reaffirmed by several Euromed ministerial meetings in recent years. Moreover, it has been identified as one of the key initiatives within the Union for the Mediterranean at the Paris summit and Marseille ministerial meeting in 2008.

At EU level, the European Parliament, Council and EU Member States have called for more action to prevent disasters¹. Since natural and man-made disasters do not stop at EU borders, it is important that actions are well co-ordinated at regional level between the EU Member States and their southern neighbours to better prevent, prepare and respond to possible disasters. Therefore it is vital to join forces and not only to address the consequences of disasters at EU level, but to closely co-operate with ENP South partner countries to work on minimising the risk and possible effects of disasters. This will contribute to establish a more integrated and co-operative approach to disaster prevention, preparedness and management among the EU and ENP South partner countries. Stimulating the development of a regional approach in this field especially with regard to prevention and preparedness will thus play a key role to improve civil protection in the ENP South region.

¹ The European Parliament's resolution of September 2010 provides support to the Commission's priorities to prevent disasters. On 21 December 2010, the Commission issued a Staff Working Paper on Risk Assessment and Mapping Guidelines for Disaster Management.

Accordingly, the EU Regional Indicative Programme² covering the period 2011-2013 for the ENP South region includes civil protection co-operation under Priority Area 1: "Supporting common regional institutions, confidence building measures and media development" and thereby reaffirms its importance at the level of regional Euro-Mediterranean co-operation.

Since at present, the institutional setup in the field of civil protection is still more response-oriented and rarely includes prevention and preparedness issues, capacities in these fields should be reinforced. International co-operation on disaster response has also been identified by ENP South partner countries as one of the top priorities for regional co-operation. This is in line with the 2009 Communication on the EU strategy for supporting disaster risk reduction in developing countries³ and its implementation plan⁴, which will guide EU development co-operation action in the field of civil protection until 2014.

Prevention, preparedness and response to disasters (PPRD) are also closely related to, and will increasingly have to address, climate change. The priority on enhancing sector co-operation on climate change issues set out in the Joint Communication of the European Commission and the High Representative of the EU for Foreign Affairs and Security Policy "A new response to a changing Neighbourhood"⁵ will be addressed as one of the implicit objectives of the new PPRD South II project, namely the improvement of resilience of the ENP South partner countries to climate impacts (adaptation). This is also in line with the commitments of the post-Kyoto United Nations (UN) climate agreements and in particular the relevant parts of the Cancun Adaptation Framework (paragraphs 11 to 35) whose objective is "to enhance action on adaptation (...)"⁶.

Moreover, and following on from the work done under the PPRD South I project⁷, the Hyogo Framework for Action⁸ will continue to provide additional key guiding principles for the work planned for the actions which will take place under the new PPRD South II project.

2.2. Lessons learnt

The new PPRD South II project will work on the basis of the achievements of the PPRD South I project. The main achievements of that programme are: the compilation of an operational civil protection manual for the use of civil protection professionals across the entire region (similar to the one developed at EU level), the development of a regional risk atlas with basic data on main natural risks (hosted on www.euromedcp.eu), an extensive training programme on various issues related to prevention, preparedness and response including two table-top exercises and the participation of all ENP South partner countries to the preparation of a full-scale exercise.

² C(2010)9365 of 22 December 2010.

³ COM(2009)84/final. EU Strategy for supporting disaster risk reduction in developing countries.

⁴ SEC(2011)215/final. Implementation Plan of the EU Strategy for supporting disaster risk reduction in developing countries 2011-2014.

⁵ COM(2011)303 of 25 May 2011.

⁶ http://unfccc.int/adaptation/cancun_adaptation_framework/items/5852.php

⁷ C(2007)5134 of 17 October 2007.

⁸ The Hyogo Framework for Action is a 10-year plan to make the world safer from natural hazards. It was adopted by 168 Member States of the United Nations in 2005 at the World Disaster Reduction Conference, which took place just a few weeks after the Indian Ocean Tsunami.

The PPRD South I project covered both the ENP South and the candidate and potential candidate countries. However, since the Western Balkan countries (and Turkey) already benefit from another project under the IPA programme, the new PPRD South II project will only focus on the ENP South countries.

The relationship of trust between civil protection actors both within and between the regions has been reinforced throughout the last civil protection co-operation programme, namely the PPRD South I project. In fact, one of the strong points in the implementation of this project was the presence of two EU civil protection national authorities in the implementing consortium. This said, the overarching ambition of creating a fully integrated and co-operative approach to disaster prevention, preparedness and management among the EU and the ENP South partner countries will require an even more effective and co-ordinated involvement of other key players in the field of disaster response, such as well-established humanitarian NGOs, humanitarian donors and international agencies and development aid-related agencies as cited among the stakeholders.

The new PPRD South II project will work in close co-operation with ongoing related projects and/or initiatives implemented at national and/or regional level to ensure also the building up of individual capacity at country level to guarantee a more fruitful co-operation at the regional level.

The 2010 results oriented monitoring report recommended the PPRD South I project "to encourage more actively the participation of EU civil protection authorities' representatives in programme events". This will be done more systematically under this new project through a closer involvement of the EU Member States in the activities aimed at improving the knowledge of the EU civil protection mechanism and implementing the operational measures of the host nation support guidelines.

Another recommendation targeted the intensification of national inter-institutional co-operation through the involvement of other relevant national institutions. This will be acted upon through the integration of environment/climate change ministries, other relevant national authorities where appropriate, and other relevant organisations (UN bodies, civil society etc.) in the project governance structure and/or activities and through the setup of national disaster risk reduction platforms.

Other more practical recommendations will also be considered, e.g. the tailoring of some activities to groups of countries according to their capacity, main threats, equipment availability and specific issues of interest. Finally, the regional risk atlas will be further developed and promoted as an appropriate decision making and management tool.

2.3. Complementary actions

Aside from the EU's **PPRD South I project** (as well as its predecessors the **Pilot and Bridge Programmes**) there have been several other civil protection-related developments in the region:

A mirror programme for the ENP East region, **PPRD East**, was launched in January 2011 (4 years, EUR 6 million) and close co-operation between the PPRD South and PPRD East has been established and needs to be continued under the PPRD South II project.

A two-year **Programme on civil protection co-operation with the candidate and potential candidate countries** is currently being implemented by the European Commission under the Instrument for Pre-Accession (IPA) with a EUR 4 million budget (2011-2012). Targeted co-operation with the IPA countries will be continued in a follow-up programme post-2012.

The **Disaster risk reduction initiative for South-Europe (DRR-SEE)** is currently ongoing in co-operation with the United Nations Development Programme (UNDP) and the World Meteorological Organisation.

The EU also finances a project with UNDP, installing a **Crisis response centre and Early warning system** at the League of Arab States.

Synergies with several other civil protection-related EU programmes have been made under the PPRD South I project which should continue to enhance the effect of the new project, e.g. Services and applications for emergency response project, Les risques naturels de l'Arc Méditerranéen Occidental project, **Introduction of the emergency number 112 in the Mediterranean region**, EpiSouth and the **Centres of excellence for chemical, biological, radiological, and nuclear risks**. Also, the results of the ENPI **shared environmental information system** programme on environmental indicators can provide useful input for the risk assessment activities.

As applicable, the programme shall also ensure complementarities with activities under the ENP South bilateral programmes. This is the case for example for the activities supporting the Tunisian agency for coastal protection and development under the ongoing Environment energy programme in Tunisia.

Furthermore, civil protection being one of the priorities of the Union for the Mediterranean (UfM), the UfM secretariat is currently working on the development of two civil protection-related projects: one on forensics and one on forest fire fighting. Co-operation will be ensured with these initiatives to avoid gaps and overlapping.

Bilateral co-operation efforts at EU Member State level (e.g. between France and Algeria) and on the international level (e.g. UNDP efforts on disaster risk management in Lebanon) will be complementary in the sense that they provide an opportunity for the ENP South partner countries to work more in-depth on issues of specific concern. Vice versa, activities undertaken at the regional level such as the PPRD South regional risk atlas have led to cross-fertilisation on the level of EU Member States as the PPRD South atlas has served as an example and inspiration for similar efforts at the EU level.

2.4. Donor co-ordination

It is intended to establish a close co-operation with the international financial institutions and other donors within the framework of the project, in order to avoid overlapping activities but mainly to join forces to better prevent, prepare and manage natural and man-made disasters.

Partnerships with EU Member States' and with the relevant UN bodies (UN OCHA⁹, UN ISDR¹⁰ etc.) that are involved in the field will be enhanced too, in line with the principles set out in the Paris Declaration on aid effectiveness.

The project will also facilitate the co-ordination of actions at regional level by donors active in the Mediterranean as regards sustainable policy.

3. DESCRIPTION

3.1. Objectives

The overall objective of the project is to reduce vulnerability to, and the social, economic and environmental costs of, natural and man-made disasters in the ENP South region, thereby enhancing regional and national sustainable development and climate adaptation.

Building on the *acquis* and lessons learned from ongoing and previous programmes, the purpose of the project is to:

- reinforce institutional co-operation between the EU civil protection mechanism and the ENP South partner countries' civil protection systems;
- encourage inter-regional co-ordination and co-operation in order to have co-ordinated responses of partner countries affected by the same disaster; and
- stimulate the development of a regional approach to disaster management based on prevention and preparedness rather than on response, with the involvement of governmental actors as well as of civil society stakeholders.

3.2. Expected results and main activities

The project will increase the partners' knowledge of the exposure of the southern neighbourhood region to natural and man-made disasters, including the growing climate change impacts, and their capacities for prevention, preparedness, mitigation and response. In particular, it will help to:

- (1) reinforce the existing measures of risk prevention and preparedness at regional, national and local level;
- (2) facilitate the deployment of appropriate regional warning systems and improve the co-ordinated action of the relevant operational centres, while actively involving the populations at risk;
- (3) introduce post-disaster recovery planning into national civil protection systems; and
- (4) raise awareness of civil society stakeholders (such as volunteers, NGOs, women's groups etc.) that could be potentially involved in disaster prevention and response actions.

⁹ UN Office for the Coordination of Humanitarian Affairs.

¹⁰ United Nations International Strategy for Disaster Reduction.

Compared to the previous phase, the new project will reinforce its focus on prevention and preparedness, through the establishment of functioning and sustainable prevention mechanisms and contingency planning.

These objectives will be achieved through the following indicative activities:

- **Result 1: Prevention mechanisms at regional, national and local level:**
 - development of initiatives, such as the national platforms for disaster risk reduction (DRM) and national adaptation and civil protection strategies to enhance in-country capacities and ad hoc prevention structures: this is to be done in close co-ordination with bilateral support offered in the DRM field to avoid gaps and overlapping;
 - assessment of risks and provision of useful mapping methodologies and tools (further development and intensified use of the risk atlas);
 - establishment of appropriate regulatory (and legislative when possible), organisational and operational measures to implement preventive measures;

For the risk mapping activities, close collaboration with scientific/research organisations such as the Joint Research Centre, Centre for research on the epidemiology of disasters (CRED) or the Euro-Mediterranean seismological centre will be envisaged.

- **Result 2a: Contingency planning established, shared and exercised:**
 - use of the risk atlas to inform decision making will be promoted via awareness raising in order to minimise the countries' and region's vulnerability;
 - extension of the risk atlas to risks not covered in the first version will also be envisaged, such as tsunamis, and extreme weather events, such as climate change induced variations in rain fall and temperature, which could lead to potential disasters; as well as the related updating of the networks for the early warning on such additional risks;
 - appropriate organisational arrangements will be prepared in order to cope with the residual threats;
 - agreements with key actors involved will be prepared in order to pre-arrange appropriate response;
- **Result 2b: Preparedness for the reception of co-ordinated, effective and efficient international relief assistance (host nation support¹¹):**

¹¹

“host nation support” implies all actions undertaken in the preparedness phase and the disaster response management by a participating state in the civil protection mechanism receiving or sending assistance, or the Commission, in order to remove as much as possible any foreseeable obstacle to international assistance so as to ensure that disaster response operations proceed smoothly. It also includes the support that participating states can provide to facilitate international assistance transiting their territory by land, sea, or air.

- maintenance and intensification of the PPRD South I national correspondent network, and its conversion and/or enlargement to a 24/7 permanent operational contact point network;
 - co-ordination with the EU's monitoring and information centre (MIC), including testing of responsiveness;
 - establishment of a database on Mediterranean partner's resources, based on the database prepared by the European Commission's regional (ECHO) offices on the emergency preparedness profiles, with a view to integrating it in the existing database of the EU civil protection mechanism;
 - regular updating and dissemination of the civil protection operational manual produced under the PPRD South I project (once a year);
 - improving the knowledge and use of the EU mechanism;
 - relevant trainings on host nation support issues;
 - table-top simulation exercises including relevant national preparatory work;
 - possibility of short-term exchange of experts.
- **Result 3: Post-disaster recovery planning introduced into the national civil protection systems:**
 - analysis of the status quo of the ENP South partner countries' systems;
 - preparation of agreements on governance elements of post disaster recovery at local, national and regional level;
 - preparation of agreements on specific elements of post disaster recovery planning, such as psycho-social support, gender, health, shelter, infrastructure, with relevant administrative and civil society players, from local to regional level. Factors which could potentially affect the sustainability of gender equality actions will be addressed;
 - preparation of a bilateral or trilateral recovery plan incorporating co-operation between countries that are close to each other and could possibly be affected by the same disaster.
- **Result 4: Improved information and awareness of populations on risk exposure, prevention and response:**
 - capacity building and awareness raising of local authorities and civil society outside the realm of the humanitarian field on the questions of disaster prevention and preparedness, in order to build the capacities of the wider population to act to prevent and react to possible disasters (multiplier effect). This will include the implementation of targeted communication/awareness raising campaigns including on climate

change to spread the knowledge and ownership (active participation) on prevention mechanisms and contingency planning of all relevant actors;

- information and awareness-raising activities as well as campaigns embedded into other activities undertaken under the programme (e.g. building volunteering networks for better preparedness);
- based on the results of the trainings provided during the PPRD South I project and previous programmes, further support on communicating disasters to the population;
- other relevant ad-hoc activities, also for collaboration purposes with other initiatives.

The continuation and improvement of the visibility of Euromed civil protection co-operation and its web portal (www.euromedcp.eu) will be instrumental to all activities of the programme and shall be supported through the continuation of the network of communication focal points in all PPRD ENP South partner countries previously set up by the PPRD South I project.

3.3. Risks and assumptions

The active participation of the southern neighbourhood partner countries in the PPRD South I project testifies to the strong political commitment on their side with regard to co-operation in the field of civil protection. It is assumed that this commitment will remain unchanged.

The programme can only be successful if it rests on a relationship of mutual trust between actors at both regional level and national level, so that parties can exchange all useful and necessary information and data, even when this data is of a sensitive nature. The high risk that existing tensions, conflicts as well as unstable political situations in the wake of the Arab Spring in the ENP South region hamper the successful implementation of the project is still present. The associated risk of changing partners due to a changing political environment is very high (see e.g. the current suspension of co-operation with Syria and the intensified co-operation with Libya).

The occurrence of a major disaster in the region could prevent the successful implementation of the project, since it would mobilise the resources and structures of this programme in response to the urgent crisis, leading to delays in the period of implementation.

Furthermore, the programme work needs to be closely co-ordinated with other national and international, bilateral as well as regional co-operation initiatives in order to avoid duplication. Lastly, a major risk is the risk of inadequate programme management which can substantially hamper the perspectives of success of the programme. By defining an adequate framework for the selection of duly qualified contractors this risk can be mitigated.

At the moment of writing this action fiche, EU co-operation with Syrian governmental authorities has been suspended. The Commission shall assess in the future the opportunity to involve Syrian authorities in the implementation of actions relating to the new PPRD South II project. The political instability and/or

deteriorating security situation in Syria will be assessed prior to the implementation of the project in order to confirm the feasibility/opportunity to: a) engage the stakeholders and b) implement the activities.

3.4. Cross-cutting issues

Environmental sustainability and climate change adaptation concerns are at the heart of the programme as these issues are addressed through the prevention and preparedness-related activities.

Following the recommendations of the "European consensus on development" (2006/C 46/01) the project will prioritise gender equality, equal opportunities and the participation of women in all its activities, by encouraging the participation of qualified women and seeking to clearly understand and act on the potentially different needs of men and women in disaster situations.

Equally, good governance will be a positive side effect of the project.

3.5. Stakeholders

The main target groups and stakeholders of the programme are the civil protection authorities and the national authorities competent for prevention or, if unavailable, environment or climate change of the ENP South partner countries. This focus will set the basis for future sustainability, by enhancing national ownership for managing prevention and preparedness activities.

Among those, the key actor is the previously established network of national correspondents of the ENP South partner countries' civil protection authorities. This will be complemented by additional national correspondents, to be appointed from the prevention, environment or climate change authorities. The various actors of the EU civil protection mechanism (MIC) and of the relevant UN bodies (UN OCHA, UN ISDR etc.) are also essential actors for their expertise in prevention and response know-how.

Other relevant national authorities (e.g. national departments and institutions involved in land use planning) and local actors, the media and non-state actors (notably the International Federation of Red Cross and Red Crescent Societies and its national societies, volunteers, NGOs, associations of civil society groups) that are active or are potential multipliers in the fields of prevention, preparedness, response and recovery will also be closely involved in all activities.

The research community (universities and institutes) will be the main target group for co-operation on the issue of risk assessment and methodologies since they are the "holders of knowledge" in terms of new approaches and collectors of essential information and data on disaster-related issues (e.g. CRED).

The general population and in particular vulnerable groups of society such as children, handicapped persons and the economically disadvantaged groups of society will be the main target groups for risk awareness activities (prevention and preparedness package) as they are least likely to be able to implement preventive measures to reduce the impact of disasters and to react effectively in case of disasters. In particular for the two latter activities the private sector can also serve as useful partner for the implementation of projects.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

The project will be implemented through direct centralised management via a call for tenders for a service contract (technical assistance).

The European Commission will manage the contract at headquarters and in close liaison with the EU Delegations in the ENP South partner countries.

A steering committee will be established with the participation of the relevant Commission Services as well as representatives from the civil protection authorities and the focal points established under this project. The steering committee will provide general guidance to the project and oversee implementation.

4.2. Procurement procedures

1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by covered by the ENPI Regulation. Further extensions of this participation to other natural or legal persons by the concerned authorising officer shall be subject to the conditions provided for in Article 21(7) of the ENPI Regulation.

4.3. Indicative budget and calendar

The budget foreseen for this action is EUR 5 million, to be allocated with one service contract. Beneficiary countries and EU Member States should be encouraged to also contribute to the project through in-kind contributions through expertise or the provision of facilities.

The foreseen operational duration of the project is 36 months.

The activities of the project will be launched in 2013, subject to funds availability and following a tender procedure which should take place during the last quarter of 2012 (indicative timetable) .

4.4. Performance monitoring

For the whole project, a key indicator of achievement will be the number of national strategies for disaster risk reduction that have been designed and implemented in the region. The effective establishment of the Mediterranean partners database on civil protection and the number of participants to the project awareness campaigns will also be key indicators.

The project will be monitored according to standard procedures. Project monitoring will be based on periodic assessment of progress and delivery of reports.

4.5. Evaluation and audit

Expenditure incurred will have to be certified, as part of the obligations of the contracted parties in the framework of the implementation of this project. Evaluation of the results achieved will be entrusted to independent consultants, as well as external audits (which will be carried out if necessary). These evaluations and audits will be funded from other sources than the project budget, since no commitment will be possible once the validity of this Decision has expired ("N+1" rule will apply).

A mid-term and a final project evaluation will be carried out to assess project performance, achievements and impact.

4.6. Communication and visibility

The EU visibility guidelines must be followed by all projects. The project will work out a specific communication strategy and develop specific activities dedicated to communication and visibility. Implementation of the communication strategy in the southern neighbourhood partner countries will be also carried out in collaboration with the relevant EU delegations, when appropriate.

The service contract is expected to continue and to improve the visibility of Euromed civil protection co-operation and its web portal (www.euromedcp.eu).

Constant communication should be maintained with the European Commission and with the ENPI Info Centre (www.enpi-info.eu).