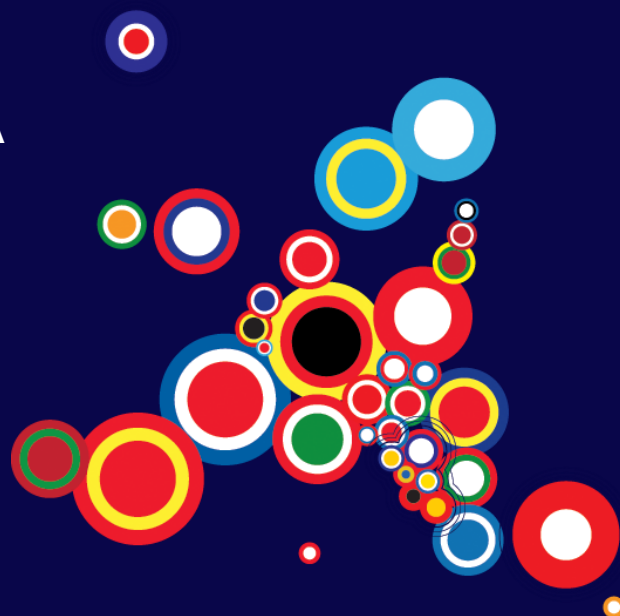




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

BOSNIA AND HERZEGOVINA Support to Civil Protection



Action summary

Bosnia and Herzegovina is periodically affected by a significant number of natural or other disasters such as floods, droughts, forest fires, epidemics, industrial accidents, etc. Consequently, capacities, planning and coordination at all levels need to be reinforced.

This Action will support the development of civil protection through a series of large-scale practical exercises, provide the relevant institutions with necessary specialised equipment, assist the country in the accession process to European Union Civil Protection Mechanism and improve the Disaster Risk Reduction programmes in the field of civil protection. This will help to reinforce civil protection in Bosnia and Herzegovina for proper emergency response to natural and man-made disasters observing the best regional and European practices. The Action will contribute to reducing vulnerability at each phase of the disaster management cycle (prevention-preparedness-response-recovery) at all levels in Bosnia and Herzegovina.

Action Identification	
Special Measure Title	Special Measure for flood recovery and flood risk management
Action Title	Support to Civil Protection
Action Reference	IPA 2014/ 037-703. 4/ Special measure on flood recovery and flood risk management / Support to Civil Protection
Sector Information	
IPA II Sector(s)	NA
DAC Sector	74010 - Disaster prevention and preparedness
Budget	
Total cost	EUR 2.5 million
EU contribution	EUR 2.5 million
Management and Implementation	
Method of implementation	Direct management
	EU Delegation to Bosnia and Herzegovina
Location	
Zone benefiting from the action	Bosnia and Herzegovina
Timeline	
Deadline for conclusion of the Financing Agreement	at the latest by 31 December 2015
Contracting deadline	3 years following the date of conclusion of the Financing Agreement, with the exception of the cases listed under Article 189(2) Financial Regulation
End of operational implementation period	6 years following the date of conclusion of the Financing Agreement.

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

In May 2014, catastrophic floods hit Bosnia and Herzegovina, resulting in several dozens of casualties and causing the destruction of public and private infrastructures, as well as hitting hundreds of thousands of households, leaving many of them, mostly vulnerable groups, without proper shelter. The total economic impact of the disaster is estimated to have reached 3.98 Billion BAM.

Authorities in Bosnia and Herzegovina identified several shortcomings which need to be addressed with regard to the capacity to the civil protection systems in the country to adequately respond to disasters of a similar impact:

Although some cooperation in the civil protection area exists in Bosnia and Herzegovina and has been effective during floods, there is still a lack of cooperation and agreements. Various plans and programmes such as the “Plan of protection and rescue against natural and other disasters” in this area exist. Yet, methodologies applied are different and additional efforts are needed to harmonise planning and to set effective and compatible monitoring systems. All participants in the civil protection system and thus the system as a whole should be strengthened and new models of coordination should be developed observing the constitutional setting and the law. Relevant draft legislation, systems and protocols for protection and rescuing that need to be harmonised with the EU Acquis could be developed together by the various authorities involved to increase efficiency and effectiveness.

Practical exercises are lacking in various civil protection specific actions like rescuing, alarming, mobilising, etc.

Knowledge and skills are lacking for operation staff for radiological, chemical and biological protection, for rescuers and special units including development of guidelines, rescuing in water, rescuing in ruins; safety of rescuers; training of trainers for operation staff (training, practice, certification); training system for operation staff; for coordination of special units (Red Cross, frogmen, fishermen, firemen, etc.); rescuing protocols; and Standard Operational Procedures (SOPs).

Civil protection teams in the recent floods disaster faced a lack of adequate search and rescue equipment which limited their ability to provide a rapid response to the “water tsunami”. The floods damaged considerable portions of civil protection equipment. Furthermore, the civil protection bodies lack equipment to cope with natural disasters other than floods (e.g. forest fires).

The current Action will address the challenges and shortages described above by providing access to large scale practical exercises and modular trainings that will allow intervention teams to practice how to quickly respond if natural and manmade disasters occur. Through this assistance, a Disaster Risk Reduction programmes will be established and the planning process improved. In addition, the Action will support the accession process of the country into the EU Civil Protection Mechanism and provide necessary specialised equipment.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The **Bosnia and Herzegovina 2014 Progress report** stressed that "disaster risk reduction and disaster management need to be treated as a matter of priority, particularly in the light of the recent severe floods."¹

“Civil protection” as a planned organised part of the system of protection from natural or other disasters for the purpose of the protection and rescue of people and property and environment² could be seen as part of a harmonised legal framework for environmental protection. Currently, in this area, developing the missing adequate administrative capacity and a functioning environmental monitoring system remain the priorities. Improvements have still to be made to horizontal and vertical

¹ Bosnia and Herzegovina 2014 Progress report available at http://ec.europa.eu/enlargement/pdf/key_documents/2014/20141008-bosnia-and-herzegovina-progress-report_en.pdf

² Framework law on the protection and rescue of people and property in the event of natural or other disasters in Bosnia and Herzegovina

communication and information exchange on environment and climate change issues³ among all authorities. Regarding climate change, substantial efforts are required for awareness raising, setting a more strategic approach for the country, aligning with and implementing the *Acquis* and continuing to build up administrative capacity, including inter-institutional cooperation and coordination⁴.

EUROPE 2020: a European strategy for smart, sustainable and inclusive growth strongly refers the EU solidarity and the respect for environment emphasising the need to “*strengthen our economies’ resilience to climate risks, and our capacity for disaster prevention and response*”.

EU Civil Protection Mechanism:

The EU Civil Protection Mechanism⁵ is a framework for cooperation in the field of disaster prevention, preparedness and response among 31 European countries referred to as "Participating States": 28 EU Member States, the countries of the European Economic Area (Iceland and Norway), as well as, the former Yugoslav Republic of Macedonia.

Within the Mechanism the Participating States provide mutual assistance during major disasters on a voluntary basis and upon request. They also commit to exchange information, coordinate their operations and where possible share their resources (e.g. transport means) in order to ensure more rapid and efficient disaster response both inside and outside the European Union. The Participating States also use the Mechanism as a platform for improving their disaster prevention and preparedness by developing policy guidelines based on their expertise and best practices, by establishing Europe-wide early warning systems and monitoring tools, by organising joint trainings and exercises, etc.

The Emergency Response Coordination Centre (ERCC) is the operational heart of the Mechanism. It is operated by DG ECHO of the European Commission and accessible 24 hours a day. It gives countries access to a one-stop-shop of civil protection means available amongst the all the participating states. Any country inside or outside the Union affected by a major disaster can make an appeal for assistance through the ERCC. It acts as a communication hub at headquarters level between participating states, the affected country and despatched field experts. It also provides useful and updated information on the actual status of an ongoing emergency. Last but not least, the ERCC plays a co-ordination role by matching offers of assistance put forward by participating states to the needs of the disaster-stricken country.

The Common Emergency and Information System (CECIS) is a reliable web-based alert and notification application created with the intention of facilitating emergency communication among the participating states. It provides an integrated platform to send and receive alerts, details of assistance required, to make offers of help and to view the development of the ongoing emergency as they happen in an online logbook.

The European Commission has so far invested intensively in establishing and improving European and global early warning systems and disaster monitoring tools. With the technical support of the Joint Research Institute, the Participating States to the Mechanism and the Emergency Response Centre of DG ECHO have at their disposal among others the Global Disaster Alert System (GDACS), European Floods Alert System (EFAS), European Forest Fire Information System (EFFIS), Mediterranean tsunami warning system, etc.

³ Both the Bosnia and Herzegovina Initial National Communication (INC) and the Second National Communication (SNC) to the United Nations Framework Convention on Climate Change (UNFCCC) have identified that climate change is affecting Bosnia and Herzegovina, and will accelerate during the remainder of the twenty-first century. According to the Localised Climate Models developed for Bosnia and Herzegovina through the Second National Communication of Bosnia and Herzegovina to the UNFCCC (SNC to UNFCCC 2013), the mean seasonal temperature changes for the period 2001-2030 are expected to range from +0.8°C to +1.0°C above the previous average temperatures, and further significant temperature increases are expected during the period 2031-2060, of between 1° C to 2° C in coastal areas, and 2° C to 3° C inland. The observed historical records show an increase of 1.2°C for the period 1961-2010, which is in line with predictions. The INC and SNC also predict that precipitation will decrease by 10% in the west of the country and increase by 5% in the east in the period 2001 to 2030. Rainfall extremes are also increasing and there are changes in the seasonality of rainfall with decreased precipitation during the spring and summer months (20%), and increased precipitation in the autumn months. The historical records show that the number of days with rainfall above 10.0 mm has increased, which indicates increasing intensity of rainfall. These observations represent a change to the rainfall regime which, when combined with temperature increases, will result in less moisture in the soil (potentially increasing the frequency and magnitude of drought), and an increased likelihood of floods as the frequency of intense rain events increases.

⁴ Bosnia and Herzegovina 2013 Progress report available at http://ec.europa.eu/enlargement/pdf/key_documents/2013/package/ba_rapport_2013.pdf

⁵ <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1401179579415&uri=CELEX:32013D1313>

The EU Civil Protection Mechanism is open for participation by the EU candidate countries and potential candidates. Bosnia and Herzegovina has already expressed interest to join the Mechanism which was a welcomed step towards the country's approximation and integration with the European Union.

The first progress was made in July 2014, when competent institutions, namely the Ministry of Security of Bosnia and Herzegovina, the Ministry of Interior of Republika Srpska, the Federal Agency for Civil Protection of the Federation of Bosnia and Herzegovina and the Department of Public Security of the Brčko District of Bosnia and Herzegovina signed the *Protocol of Cooperation and Establishment of Focal Point for Cooperation with the EU Civil Protection Mechanism*. The protocol stipulates the way of official internal and external communication, decision-making process and the *modus operandi*.

In order for Bosnia and Herzegovina to become an effective member of the Mechanism the country has to be ready to follow the requirements of the EU civil protection legislation, have in place single point of contact, a system for 24/7 communication with ERCC, national-wide procedures for cooperation with the Mechanism and participation in Mechanism activities, connection to CECIS and the EU monitoring tools and early warning systems.

Therefore, the current Action will seek to facilitate the cooperation of all civil protection actors in Bosnia and Herzegovina for achieving increased coordination, interoperability and effective responsiveness including interventions in neighbouring communities in the region and abroad. In line with the EU Civil Protection Mechanism, the current Action will also support Bosnia and Herzegovina's civil protection system by:

- Providing trainings and exercises for the utilisation of the equipment acquired under the procurement contract; a special focus to be placed on cross-entities joint activities;
- Supporting the practical implementation of the *Protocol of Cooperation and Establishment of Focal Point for Cooperation with the EU Civil Protection Mechanism* (signed July 2014) in order to ensure the effective participation of the country in the Mechanism;
- Providing information and clarification sessions on the EU civil protection legislation and implementing rules. Identification and implementation of concrete actions to support the country in meeting the requirements and obligations under the EU civil protection legislation;
- Providing technical advice on the set-up of the 24 hour a day emergency communication contact point of Bosnia and Herzegovina with the Emergency Response Coordination Centre (ERCC) of the European Commission in order to ensure smooth and continuous communication during disaster response operations;
- Supporting the establishment of a connection with the Common Emergency Communication and Information System (CECIS) to enable communication and sharing of information with ERCC and the civil protection authorities of the EU Member States;
- Supporting the linking of Bosnia and Herzegovina with the EU monitoring tools and early warning systems, where necessary in coordination with the Joint Research Centre of the European Commission, and their effective utilization;
- Providing capacity building activities which will prepare the country to effectively participate in Mechanism activities such as call for proposals, exercises, voluntary pool of European Emergency Response Capacity, transport co-funding, etc.

SECTOR APPROACH ASSESSMENT

Support to Civil Protection of Bosnia and Herzegovina is part of the Home Affair sector. This stand-alone Action will support the system of civil protection at all levels of government and strengthen the relevant actors and their internal coordination and communication.

Relevant strategic documents at state level include the *Methodology for Drafting of Protection and Rescue Plan*, the *Risk Assessment of Bosnia and Herzegovina by natural or other disasters* and the *Standard operating procedures for engagement of the Armed Forces of Bosnia and Herzegovina* to

assist civil authorities in responding to natural or other disasters. Plans for the development of civil protection are regularly prepared at the entity and cantonal level.

The *South Eastern Europe Disaster Risk Mitigation and Adaptation Programme* (SEEDRMAP) developed by the World Bank and the United Nations Office for Disaster Risk Reduction represent a key initiative in the area of disaster risk management. Its objective is to reduce the vulnerability of South East Europe (SEE) countries to natural and man-made disasters by building capacities and promoting a coordinated approach in disaster risk mitigation, risk transfer, preparedness and response. In this regard, the SEEDRMAP provides a menu of options for SEE countries to reduce the risk of disasters and to strengthen preparedness and capacity response which includes measures for (i) disaster risk mitigation; (ii) disaster risk reduction and hedging instruments; (iii) adaptation; and (iv) disaster preparedness.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

All relevant - not only political but also professional - stakeholders have to be involved in the consultation process as well as in the implementation of the Action. A Steering Board / Steering Committee should include representatives of Bosnia and Herzegovina, entities and Brčko District to ensure ownership and timely problem solving. This recommendation has been observed during the programming process of this assistance, when key stakeholders were repeatedly consulted on the Action design. The Steering Board / Steering Committee will be established at the outset of the Action implementation and will consist in representatives from all relevant levels of authority of the country.

The technical specifications for provision of equipment should be sufficiently clear. In some previous projects that provided equipment, the technical specifications were outdated which led to differing interpretations between the contractors, beneficiaries and/or supervisors.

In the past, the EU Delegation in Bosnia and Herzegovina has funded the equipment of the Civil Protection Authorities of both entities for Mine Action (de-mining teams). As well, support has been provided through technical assistance for the establishment of a disaster prevention and preparedness system (operational structure) and the drafting of relevant by-laws under OBNOVA⁶ project support.

The EU has assisted Bosnia and Herzegovina with the Risk Assessment Analysis as part of the Disaster Preparedness Program Review (DPPR) action (under UNDP project - Phase I).

Under the IPA Multi-beneficiary programme 2008, a Regional Programme on Disaster Risk Reduction (DRR) in South-East Europe has been implemented. It consisted of two main activities implemented by the UNDP (Activity 1) and by the WMO (Activity 2). Under Activity 1, the UNDP provided technical assistance to candidate countries and potential candidates for eventual integration/mainstreaming of disaster risk reduction into their National Development Plans, as well as for strengthening the National Platforms, supporting the development of disaster management for authorities and cross-border cooperation and coordination on disaster risk reduction issues. Under Activity 2, the WMO provided assistance to the same beneficiaries for integrating the National Meteorological and Hydrological Services into Disaster Risk Management Planning, as well as for developing the human, technical and institutional capacity needed to support networking and trans-boundary sharing of weather and climate data and information products. The project also envisaged integration of the South East Europe National Meteorological and Hydrological Services (NMHS) into the European Meteorological Networks.

Two previous IPA Multi-beneficiary Programmes on civil protection cooperation for the candidate countries and potential candidates (IPA MB 2009 – phase I and IPA MB 2012 – phase II) aimed at bringing the IPA beneficiaries closer to the EU Civil Protection Mechanism and at enhancing their civil protection capabilities. The programmes includes Mechanism-like training programmes with exchanges of experts component, regional exercises and policy workshops on relevant topics (e.g. assistance during disasters and host-nation support (HNS), early warning systems, forest fires, etc).

⁶ A European Community initiative for the rehabilitation and reconstruction of Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia and the Former Yugoslav Republic of Macedonia (FYROM)

IPA MB 2011 project "Building Resilience to Disasters in Western Balkans and Turkey" was completed in October 2014 and worked towards reducing vulnerability of IPA Beneficiaries to natural disasters and increase their resilience to climate change. Two major results of the programme are the designing of a regional Multi-Hazard Early Warning System and the establishment of an online Knowledge Management System (KMS) available at <http://seekms.dppi.info/>. The site has been populated with information and knowledge products from multiple stakeholders in IPA beneficiary countries and hosted by DPPI SEE.

The abovementioned projects helped Bosnia and Herzegovina in the commencement of activities in the mentioned areas, but it is necessary to develop these activities further and implement them in Bosnia and Herzegovina accordingly.

To establish Good Practice guidelines that build upon existing knowledge, the Commission has launched a programme⁷ entitled "Strengthening the EU disaster management capacity – Good Practices on Disaster Prevention". The programme collected information from all EU MS across natural and manmade disasters regarding measures taken to prevent disasters and reduce vulnerability. With the understanding that prevention programmes for different disaster risks can benefit from a more integral approach, the Commission has particularly focused on identifying horizontal measures in the area of disaster loss data collection, risk assessment and mapping. The study as well as the established database with good practices is to be utilised for the capacity building activities of the current programme.

Furthermore, the project "*Prevention, preparedness and response to floods in the Western Balkans and Turkey*" financed from the IPA Multi-beneficiary programme 2013 and the Special Measure for flood recovery and flood risk management aims to increase beneficiaries' capability to develop effective national civil protection systems and collaborate in a coherent manner in dealing with floods at regional and European level (prevention, preparedness and response) and to support beneficiaries in becoming better prepared to cope with the challenges of approximation to and implementation of the EU Floods Directive⁸. All projects should increase the beneficiaries' capacity to ensure proper risk management and reduce the vulnerability of beneficiaries to natural and man-made disasters at local, national and regional levels and increase their resilience to climate change.

The project "*Analysis of the system of protection and rescue in Bosnia and Herzegovina*" launched in June 2014, financed by EU, will develop an analysis of the system of protection and rescue in Bosnia and Herzegovina, which will serve at all levels of decision-making to take appropriate actions to improve preparedness for response to natural or other disasters.

⁷ http://climate-adapt.eea.europa.eu/viewaceitem?aceitem_id=7215

⁸ Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks (text with EEA relevance) - http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.L_.2007.288.01.0027.01.ENG

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
Reduced vulnerability to natural and man-made disasters at all levels in Bosnia and Herzegovina	Degree of compliance with EU requirements and good practices in the area of disaster prevention, preparedness and response.	Relevant international agencies reports (EU Humanitarian Aid and Civil Protection department - ECHO, United Nations Agencies)	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
Civil protection capacities improved for emergency response to natural and man-made disasters observing the best regional and European practices.	Level of complementarity of Bosnia and Herzegovina civil protection key players in terms of capacity and interoperability regarding Disaster Risk Reduction.	Competent Institutions reports EC Progress Reports	Commitment of Bosnia and Herzegovina to the EU integration process
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>Result 1: Bosnia and Herzegovina competent institutions developed capacities needed for becoming effective member of the EU Civil Protection Mechanism</p> <p>Result 2: Civil protection authorities and intervention teams are capable to effectively respond in the event of major emergency in Bosnia and Herzegovina</p> <p>Result 3: Disaster Risk Reduction approach through integrated risk assessment and preparedness planning established in Civil Protection sector in Bosnia and Herzegovina</p>	<p>Level of readiness of Bosnia and Herzegovina for the EU Civil Protection Mechanism membership including the establishment and effective implementation of single point of contact, national-wide procedures for cooperation with the Mechanism and participation in Mechanism activities, awareness and preparedness to comply with the requirements of the EU civil protection legislation, connection to CECIS and EU monitoring tools and early warning systems.</p> <p>Evidence for the practical implementation of the Protocol of Cooperation and Establishment of Focal Point for Cooperation with the EU Civil Protection Mechanism.</p> <p>Level of readiness / responsiveness of civil protection intervention teams for effective emergency relief operations Equipped, trained and exercised civil protection teams</p> <p>Number of developed/updated disaster risk reduction plans</p>	<p>Official Gazette Technical assistance interim and final reports Supply handover reports</p>	<p>Equipment management in place Institutions apply knowledge and skills gained within the Action</p>
ACTIVITIES	MEANS	OVERALL COST	ASSUMPTIONS
<p>Activities to achieve Result 1:</p> <ol style="list-style-type: none"> 1.1. Support the practical implementation of the Protocol of Cooperation and Establishment of Focal Point for Cooperation with the EU Civil Protection Mechanism (signed July 2014); 1.2. Provide information and clarification sessions on the EU civil protection legislation and implementing rules. Identify and implement concrete actions to support the country in meeting the requirements and obligations under the EU civil protection legislation; 1.3. Provide technical advice on the set-up of the 24 hour a day emergency communication contact point of Bosnia and Herzegovina with the Emergency Response Coordination Centre (ERCC) of the European Commission; 1.4. Support the establishment of a connection with the Common Emergency Communication and Information System (CECIS) to enable communication and sharing of information with ERCC and the civil protection authorities of the EU Member States; 1.5. Support the linking of Bosnia and Herzegovina with the EU monitoring tools and early warning systems, where necessary in coordination with the Joint Research Centre of the European Commission, and their effective utilization; 1.6. Provide capacity building activities which will prepare the country to effectively participate in 	<p>Service Contract – Technical Assistance Supply Contract – Purchase of specialised equipment</p>	EUR 2.5 million	<p>Professional and political commitment proven Full commitment of the involved authorities in Action</p>

<p>Mechanism activities such as call for proposals, exercises, voluntary pool of European Emergency Response Capacity, transport co-funding, etc.</p>			
<p>Activities to achieve Result 2:</p> <ol style="list-style-type: none"> 2.1. Provide necessary technical equipment based on a preliminary assessment and on-going assessment made by complementary EU projects 2.2. Design and implement a Training Need Assessment (TNA) 2.3. Develop and provide a Training programme for the use of equipment, safety and security measures and on the basis of the TNA results 2.4. Organise and deliver practical simulation exercises including alarming, mobilisation, coordination (intervention teams and volunteers) with a special focus on cross-entities interventions 			
<p>Activities to achieve Result 3:</p> <ol style="list-style-type: none"> 3.1 Analyse multi-risk capacities in all competent institutions 3.2 Develop a proper risk planning methodology observing the principles of multi-risk integrated assessment 3.3 Train relevant institutions and professionals in applying the risk planning methodology 3.4 Mentor professionals at all levels of authority in the multi-risk planning process 			

ADDITIONAL DESCRIPTION

In recent years, Bosnia and Herzegovina has seen considerable growth in the number of municipalities calling upon the civil protection assistance in regard to drought, forest fire and floods. The current Action aims to contribute to reducing the vulnerability of Bosnia and Herzegovina to natural and man-made disasters at local and regional levels all over the country. Adequate preparedness and effective disaster response will be ensured only if human resources are properly equipped and trained to react rapidly and effectively to natural and manmade disasters.

The Action will be based on three areas of intervention:

- Bosnia and Herzegovina membership in the EU Civil Protection Mechanism;
- Equipping, training and exercising civil protection teams for ensuring effective disaster response operations;
- Disaster Risk Reduction approach,
- .

Through the Action, Bosnia and Herzegovina will increase its capability to further develop effective civil protection operability and emergency response including the best regional and EU practices.

Result 1: Bosnia and Herzegovina competent institutions developed capacities needed for full membership to the EU Civil Protection Mechanism

Bosnia and Herzegovina will have to meet the necessary requirements regarding full membership to the accession to EU Civil Protection Mechanism. The Action will assist Bosnia and Herzegovina competent institutions in accordance with the specific requirements and the steps needed to be taken for respecting the Protocol on cooperation and the establishment of a contact point for cooperation with the EU Civil Protection Mechanism, signed by the four key institutions in the field of civil protection in July 2014.

Result 2: Civil protection authorities and intervention teams are capable to effectively respond in the event of major emergency in Bosnia and Herzegovina

Capacity building exercises: intervention teams coming from different regions and municipalities all over the country (each of up to 20 members), from 8-10 different neighbouring municipalities will get together three times to exercise and drill their skills, thus developing their ability to effectively work together in real-life disasters scenarios. Experience gained in the implementation of these exercises will be shared throughout the country and integrated in training programmes.

Locations and scenarios for all practical exercises will be developed through technical assistance in a participative approach with key civil protection players.

With regards to training, relevant training modules will be designed and developed based on the findings of a Training Needs Assessment (TNA). Notwithstanding the outcome of the TNA, it may be expected that some of the relevant topics / training needs may include safety and security, communication, , etc.

The core objective of the trainings and simulation exercises is not only to improve the individual capabilities of experts and teams, but also to enhance their ability to function within the national civil protection system.

Mobility of equipment is of utmost importance for effective civil protection assistance interventions. Skilful human resources without appropriate equipment cannot have any impact on any emergency intervention success. Also, if equipment is available but respected experts in the field do not know how to use them, the effect of the work by first line responders will be null. Capacity-raising by providing equipment, knowledge and skills are inseparable, particularly for this type of intervention. During the programming phase, the development of the Action has been based on a preliminary self-assessment performed by the relevant institutions. A large number of donors keep intervening in this sector after the devastating floods that hit Bosnia and Herzegovina in May 2014. It will be important

to pay particular attention to avoiding unnecessary duplication of equipment. The full technical specifications reflecting real needs will be further developed and updated prior to the tendering phase.

The current Action will contribute to ensure better protection primarily of people but also of the environment and property, including cultural heritage, thereby reducing the risks of human lives loss, injury, and material, economic and environmental damage.

What will be particularly needed for this Action is professional and political commitment at all levels of the government of Bosnia and Herzegovina. Further full commitment of the involved authorities will be required in order to deliver all expected Action's results.

Procedures for using the equipment that will be provided should be in place too. The procedures should provide information on maintenance, e.g. when and where will the equipment be used (geographical coverage), by whom, etc.

Synergies and complementarities will be sought with other Actions in this field.

Result 3: Disaster Risk Reduction approach through integrated risk assessment and preparedness planning established in the Civil Protection sector in Bosnia and Herzegovina

A Disaster Risk Reduction approach embeds a fully developed platform for multi-risk assessment. A prerequisite for responding to multi-risk environment/emergencies is the inclusion of all relevant and competent institutions and agencies dealing with various mono-risks (like radiology, bio-chemical, earthquake, flood, etc.). This multi-stakeholders involvement requires an integrated system of coordination and management for effective not only response, but also preventive disaster risk reduction. This has to be understood regarding the preparedness of the planning system (planning, risk prevention plan, response, training and exercise, evaluation) which will be developed and established in Bosnia and Herzegovina through the set of sequenced activities of the current Action. The activities are conceived so that the outputs of one step provide a basis for the next one.

This integrated multi-risk approach will facilitate inter-institutional cooperation of all key civil protection players in Bosnia and Herzegovina in terms of increased interoperability and effective responsiveness to natural and manmade disasters observing EU best practices and relevant policies.

New cooperation modes in civil protection assistance interventions will be based on a civil protection structure in line with legal framework in Bosnia and Herzegovina.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

The main institutional stakeholders involved in the implementation of the Action are as follows:

Bosnia and Herzegovina level – Ministry of Security (Sector for Civil Protection): the Framework Law on Protection and Rescue of People and Material Goods from natural and other disasters in Bosnia and Herzegovina⁹ stipulates the Ministry of Security (MoS) coordinating role amongst the institutions at the state level in planning and acting in the area of protection and rescue¹⁰. It enshrines the competency of the MoS in coordinating works and tasks on protection and rescue and exchange of data, information and reports on the measures undertaken on protection and rescue by the competent bodies and services for civil protection of the entities and Brčko District.

Federation of Bosnia and Herzegovina: there is a Federal Administration for Civil Protection at the Headquarters for Civil Protection in the Federation of Bosnia and Herzegovina, followed by 10

⁹ Official Gazette of Bosnia and Herzegovina 50/08

¹⁰ Framework Law on Protection and Rescue of People and Material Goods from natural and other disasters in Bosnia and Herzegovina - Article 11

Cantonal Administrations for Civil Protection and Cantonal Headquarters for Civil Protection. The lowest level institutions are the Municipal/City Administration for Civil Protection and the Municipal/City Headquarters for Civil Protection.

Republika Srpska: the main institutions in the field of civil protection are:

- 1) the Ministry of Interior of Republika Srpska and the Republic Administration for Civil Protection formed under this Ministry;
- 2) Other republic authorities and the local government units;
- 3) Companies and other legal entities;
- 4) Citizens, associations, professional and other organisations. The Republic Administration for Civil Protection has 5 District Offices of Civil Protection (Banja Luka, Bijeljina, Doboj, Sokolac and Trebinje).

Brčko District: the Department for Public Security, within the Government of Brčko District, is divided into three units, one of those is the Civil Protection Unit consisting of three divisions:

- 1) Division for fire protection and rescue (includes the fire unit and a unit for rescue and counter accidents),
- 2) Division for civil protection (including the administrative unit and demining operations) and
- 3) Division for observing, informing and physical-technical security.

The current Action will be implemented with a strict observance of the competences and roles of the aforementioned institutions.

The Action will be supervised by one Steering Board / Steering Committee to ensure consistency, involving representatives:

- a) From the institutions: Bosnia and Herzegovina level – Ministry of Security (Sector for Civil Protection), Federation of Bosnia and Herzegovina – Federal Administration for Civil Protection, the Republika Srpska – Republic Administration for Civil Protection within the Ministry of Interior of Republika Srpska, Brčko District - Department for Public Security (Civil Protection Unit).
- b) Of the Contracting Authority, and
- c) Of the Contractors.

The Steering Board / Steering Committee will work based on consensus.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

The Action will be implemented under direct management by the EU Delegation to Bosnia and Herzegovina. Two types of contracts have been envisaged: a Grant and a Supply Contract.

In order to prepare the tender for the supplies, detailed technical specifications will be prepared based on a needs assessment. The technical specifications will define what particular equipment is needed for the respective institutions bearing in mind mobile civil protection rescue equipment.

The duration of the Supply contract will be 12 months plus 12 months warranty period bringing the total contract duration to 24 months. Contract signature is foreseen for the last quarter of 2015.

A Call for Proposal will be launched inviting EU Member States civil protection authorities to submit proposals for the provision of technical assistance for capacity building through necessary trainings to be organised as large-scale simulation exercises, facilitation for accession to the EU Civil Protection Mechanism and establishment of Disaster Risk Reduction approach.

The sequencing in terms of contracting is required: first the Grant should be contracted whereupon purchases of the equipment would take place. It is of utmost importance that technical assistance and purchase of the necessary equipment are synchronised, thus enabling to use the equipment for large-scale practical exercises.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

The Action will be internally monitored by the Contracting Authority in line with the set of indicators. At the start of implementation, the matrix of indicators for the Action may be refined after undertaking the necessary research and data collection to define accurate baselines and realistic targets. The matrix of indicators will be discussed by the EUD with the Steering Board / Steering Committee.

Monitoring at sectoral and programme level: the National IPA Coordinator services (NIPAC services in the Directorate for European Integration – DEI) has set a sub-unit in charge of Monitoring and Evaluation. In accordance with the current practice, this sub-unit ensures the preparation of reports and analysis required for monitoring EU funded projects and programmes by the IPA Monitoring Committee (IPA MC). The NIPAC services organises the IPA MC meetings. It also interacts with the Council of Ministers and the Parliament to address questions on the implementation of the EU funded projects. In line with the Framework agreement to be signed between Bosnia and Herzegovina and the EC¹¹, an IPA MC and relevant Sectoral Monitoring Committees (SMC) will be set and will adopt their respective rules of procedures. The IPA MC will meet at least once a year and the SMC at least twice a year. The NIPAC services will implement the procedures applicable for the preparation - together with the EUD - of implementation reports covering the technical and financial execution of the Action and to be examined by the SMC and IPA MC. The implementation reports will allow the SMC to measure progress in relation to achieving the objectives of the Action and expected outputs, results and impact by means of the indicators related to the baseline situation. The IPA MC will review “the overall effectiveness, efficiency, quality, coherence, coordination and compliance of the implementation of all actions towards meeting the objectives set out in the Financing Agreements and the country strategy papers” and will base itself on the information to be provided by the SMC.

External monitoring: in addition, the Action may be subject to Result Orientated Monitoring (ROM). The NIPAC Services ensures that ROM reports are transmitted to the relevant stakeholders and follow-up the implementation of the related recommendations, including – when relevant - at the level of the IPA MC.

Evaluation: the Action will be subject to interim and ex-post evaluation in line with the General principles of evaluation of IPA II Assistance. The IPA MC and SMC will take the results of evaluations into account under the aegis of the NIPAC Services.

¹¹ Framework agreement between Bosnia and Herzegovina and the EC on the arrangements for implementation of union financial assistance to Bosnia and Herzegovina under the instrument for pre-accession assistance (IPA II)

INDICATOR MEASUREMENT

Indicator	Description	Baseline (2010)	Last year (2014)	Milestone 2017	Target 2020	Source of information
Overall objective	Outcome/impact					
Degree of compliance with EU requirements and good practices in the area of disaster prevention, preparedness and response.	Assessment of the progress made by Bosnia and Herzegovina civil protection in the area of disaster management (qualitative assessment)					Relevant international agencies reports (EU Humanitarian Aid and Civil Protection department - ECHO, United Nation Agencies)
Specific objective	Outcome indicator(s)					
Level of complementarity of Bosnia and Herzegovina civil protection key players in terms of capacity and interoperability regarding Disaster Risk Reduction.	Level reached by Bosnia and Herzegovina civil protection	Not applicable	To be determined at the outset of the Action implementation (level 0)	Agreed and testified level 1	Agreed and testified level 2	Competent Institutions reports EC Progress Reports
Result 1	Immediate results indicator					
Level of readiness of Bosnia and Herzegovina for the EU Civil Protection Mechanism membership	Level of readiness of Bosnia and Herzegovina for the EU Civil Protection Mechanism membership including the establishment and effective implementation of single point of contact, national-wide procedures for cooperation with the	Not applicable	Not available	100% of readiness of Bosnia and Herzegovina for the EU Civil Protection Mechanism membership	Bosnia and Herzegovina is member of the EU Civil Protection Mechanism	Official Gazette Technical assistance interim and final reports

Indicator	Description	Baseline (2010)	Last year (2014)	Milestone 2017	Target 2020	Source of information
	<p>Mechanism and participation in Mechanism activities, awareness and preparedness to comply with the requirements of the EU civil protection legislation, connection to CECIS and EU monitoring tools and early warning systems.</p> <p>Evidence for the practical implementation of the Protocol of Cooperation and Establishment of Focal Point for Cooperation with the EU Civil Protection Mechanism.</p>					
Result 2	Immediate results indicator					
Level of readiness / responsiveness of civil protection intervention teams for effective emergency relief operations	<p>Improved procedures for cross-entity and nation-wide cooperation and coordination in the area of disaster management.</p> <p>Improved standard operation procedures for teams' preparedness, stand-by and deployment.</p>	Not applicable	To be determined at the outset of the Action implementation (level 0)	Level 1	Level 2	Technical assistance interim and final reports
Equipped, trained and exercised civil protection teams	Number of civil protection teams equipped, trained and exercised through the	Not applicable	Not applicable	Civil protection institutions and at least 2 to 3 intervention teams in	Civil protection institutions and at least 2 to 3	Technical assistance interim and final reports Supply handover

Indicator	Description	Baseline (2010)	Last year (2014)	Milestone 2017	Target 2020	Source of information
	Action with focus on cross-entity joint interventions and coordination, and by taking into account the training needs assessment and ultimately the Disaster Risk Reduction plans			all entities including the central level are addressed by the Action	intervention teams in all entities including the central level are addressed by the Action	reports
Result 3	Immediate results indicator					
Number of developed/updated disaster risk reduction plans	Number of disaster risk reduction plans developed/updated with the support of the Action	Not applicable	Not applicable	At least 4	At least 20	Action progress reports

5. CROSS-CUTTING ISSUES

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

The current Action is highly relevant to environment, disaster resilience and risk prevention. The Action will facilitate the civil protection response to all types of major emergencies occurring in the country, including natural and man-made disasters, technological, radiological and environmental accidents. Therefore, the Action will positively impact on the protection of environment, as it will contribute to a better preparedness and response to natural and man-made disasters which often have severe consequences negative for the environment. This will be achieved by increasing Bosnia and Herzegovina's capacities to prepare and rapidly respond to disasters, including cross-municipal cooperation, as well as coordination with the neighbouring countries' activities.

Staff will be trained in handling purchased equipment and disposing techniques in line with EU standards, and efforts will be made to avoid any negative effect on the environment.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

The engagement of civil society will be important during the implementation phase of the Action. Large-scale exercises will be organised not only for civil protection professionals but for volunteers too. It will be very important that volunteers from civil society organisations (CSOs) participate in the implementation phase in order to gain adequate skills that will help them to provide rapid response in the respective local communities and be prepared to respond jointly with professionals to any kind of natural or manmade disaster. Their role is of utmost importance in all phases of disaster management cycle, named as prevention-preparedness-response-recovery. Professionals have the most important role, but the role of volunteers is also of great significance in Civil Protection as such. Therefore, the engagement of civil society and other non-state stakeholders will be vital for the Action success. Qualities of the rapid response as well as quantity of those involved are equally important for any disaster response.

EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING

The Action will be implemented in a non-discriminatory manner with equal opportunities observed and firm guarantees that distinctions will not be drawn on the basis of sex, race, ethnicity, religion or other possible grounds in any regard.

Gender equality principles will be respected in the implementation of the Action. If any activities were to include specific gender sensitivity oriented tasks, they will aim to address specific gender related needs, and to develop specific legal frameworks/mechanism/practices designed to ensure gender equality. Specific attention will be paid to this dimension when determining who will benefit from training events and large-scale practical exercises.

MINORITIES AND VULNERABLE GROUPS

Participation in the Action activities will be guaranteed on the basis of equal access regardless of racial or ethnic origin, religion or belief, disability, sex or sexual orientation.

6. SUSTAINABILITY

The sustainability of results will be achieved through ensuring that the implementation of civil protection coordination models is designed by the authorities of Bosnia and Herzegovina themselves and are implemented by their own bodies, with technical assistance providing advisory and hands-on support, but without substituting the competent institutions.

The high involvement of stakeholders in planning and implementation of the Action will create ownership and long-term links and commitment among partners in Bosnia and Herzegovina. The harmonisation, coordination and monitoring over the respective levels of Bosnia and Herzegovina structure will continue to function as the main instrument for discussing needs and creating consensus around civil protection sector.

The sustainability and the effectiveness of the proposed initiatives will be ensured through full, inclusive and participative approach by all key partners (institutions at all levels, civil protection experts and volunteers) whose participation and representation would be vital for the Action`s success and sustainability.

7. COMMUNICATION AND VISIBILITY

The Visibility of the Action will be guaranteed as an integral part of the implementation phase. Mainly, the Action is about capacity-raising in training and large-scale exercise and capacity-raising in handling highly specialised equipment. The aim of the visibility activities will be to raise the profile of IPA II assistance, increase awareness among various target audiences and to ensure successful communication of information about the operations and results that will be accomplished.

The planning and designing of visibility actions and tools will be fully aligned with the EU visibility guidelines “Communication and Visibility Manual for EU External Actions”.