<u>Project Fiche – IPA centralised programmes</u> Regional Programme on Disaster Risk Reduction in South-East Europe

1. Basic information

1.1 CRIS Number: 2008/019-813 and 2008/020-047

1.2 Title: Disaster Risk Reduction in South East Europe
 1.3 ELARG Statistical code: 06.27 – Priority Axe: Horizontal and Regional

Support/Environment

1.4 Location: Albania, Bosnia and Herzegovina, Croatia, the

former Yugoslav Republic of Macedonia,

Montenegro, Serbia, Kosovo (as defined by UNSCR

1244)¹, and Turkey

Implementing arrangements:

1.5 Contracting Authority (EC): European Community represented by the

Commission of the European Communities on behalf

of the beneficiary countries².

1.6 Implementing Agency: N/A

1.7 Beneficiary: Direct beneficiaries: Hydro meteorological institutes,

civil servants, local and national authorities. Final beneficiaries: disaster-prone population of South-East

Europe

Financing:

1.8 Overall cost (VAT excluded)³⁴: $\qquad \qquad \in 2,000,000.00$

1.9 EU contribution: €2,000,000.00

1.10 Final date for contracting: at the latest by 31 December 2009.

1.11 Final date for execution of contracts: Two years following the end date for

contracting

1.12 Final date for disbursements: Three years following the end date for

contracting

2. Overall Objective and Project Purpose

2.1 Overall Objective:

¹ Hereafter referred to as Kosovo.

² "Beneficiary countries" includes Kosovo in the whole document

³ The total cost of the project should be net of VAT and/or other taxes. Should this not be the case, the amount of VAT and the reasons why it should be considered eligible should be clearly indicated (see Section 7.6)

⁴ The Community contribution which represents up to 100% of the total budget allocated to this programme has been calculated in relation to the eligible expenditure which in the case of centralised and joint management is based on total expenditure. The final percentage of the Community contribution of the total budget allocated to this programme will be determined in the Contributions Agreements depending on the contribution from International Organisations.

To reduce the vulnerability of IPA countries to natural disasters, in line with the Hyogo Framework for Action⁵, by building the capacity of local authorities and promoting a coordinated approach in disaster risk reduction.

2.2 Project purpose:

- To facilitate the establishment of a regional strategy for disaster risk reduction in the Western Balkans and Turkey.
- To increase the availability of reliable regional level data that is crucial for vulnerability assessment.

2.3 Link with AP/NPAA / EP/SAA

Disaster Risk Reduction is not a sector which has been considered as a priority as such in the European Partnerships, nor the Accession Partnerships. Nevertheless, most of these partnership documents mentioned environment as a short term priority, especially for strengthening the administrative capacity of the institutions involved in environmental protection, particularly at State level.

Furthermore, all the IPA countries have signed the 2005-2015 Hyogo Framework for action and have committed themselves to reduce the impact of disasters through strengthened national efforts, and enhanced bilateral, regional and international cooperation, including through technical assistance.

2.4 Link with MIPD

This project has been designed on the basis of the Multi-beneficiary MIPD 2007-2009 in which disaster risk reduction is a priority under Section 2.2.3, Justice and Home Affairs. This topic has been included in the document following several observations:

- Some countries of the region were hit by a series of natural disasters in 2006 (floods, forest fires) for which the consequences could have been mitigated with better prevention and preparedness;
- ECHO is traditionally the lead DG to undertake regional programmes in the area of disaster preparedness and prevention through its DIPECHO initiative. It was recently brought to light that the Western Balkans region is not covered by this initiative, although needs are clearly identified;
- It was decided to focus on disaster prevention activities rather than disaster preparedness and response because other services of the Commission are taking care of the latter aspects (ECHO for humanitarian aid; DG ENV through the Civil Protection Mechanism);
- At the occasion of a regional meeting in 2006, the topic was raised by the European Commission as a potential priority to be included in the Multi-beneficiary MIPD; the reaction of the national authorities was very positive and they encouraged the initiative;

⁵ In January 2005, 168 governments adopted a 10-year plan to make the world safer from natural hazards at the World Conference on Disaster Reduction in Kobe, Hyogo, Japan. The Hyogo Framework aims at reducing disaster losses by 2015 in lives and in the social, economic and environmental assets of communities and countries.

- After discussions with other stakeholders, it appears that although there is no need for additional regional coordination mechanisms or institutions, there is a lack of regional activities, especially when it comes to disaster prevention initiatives. Following these observations, Disaster Risk Reduction has been incorporated in the Multi-beneficiary MIPD.

2.5 Link with National Development Plan

Although national disaster management plans have been prepared in most of the South East European countries, they do not in many cases appear to be comprehensive and need to be reviewed and updated on a priority basis. So far, only Albania has developed a comprehensive Disaster Management Plan with the support of UNDP. National plans should ultimately reflect agreed upon regional standards that would facilitate mutual cooperation and support.

However, the interest in addressing disaster risk reduction issue in these countries is growing since the adoption of the Hyogo Framework for Action. A number of initiatives are ongoing on legislation on disaster risk reduction, for instance in Bosnia and Herzegovina where a law on the protection and rescue of people and property in natural and other disasters is under development with a component related to disaster risk reduction. Turkey is actively addressing issues related to disaster risk reduction in terms of building codes and insurance; many projects are being implemented by the Ministry of Public Works and Settlement - General Directorate of Disaster Affairs. "Regulation on buildings that are established in earthquake regions" was revised and entered into force in 2007. Establishment of national platforms is under development in Croatia as well as Turkey. In the former Yugoslav Republic of Macedonia, the protection and rescue of people and equipment against natural disasters are regulated by the Law on Protection and Rescue and the Law on Fire Fighting Services. It is planned to start the drafting of a National Strategy for Protection and Rescue of the former Yugoslav Republic of Macedonia, a Disaster risk assessment as well as a plan on protection and rescue in case of natural disasters.

2.6 Link with national/sectoral investment plans

Not applicable

2.7 Link with other donors' contribution

A number of donors and stakeholders are involved in the region in the area of disaster risk reduction. Close consultations and coordination meetings have taken place before defining activities to be undertaken. Some of the major donors' contributions are outlined here:

The Council of Europe is a significant example of European cooperation relating to hazards risk management. The Committee of Ministers of the Council of Europe has set up the Open Partial agreement in 1987, an intergovernmental Agreement, called EUR-OPA Major Hazards Agreement. The objective of this agreement is to enhance multidisciplinary cooperation between member States to ensure better prevention, protection and relief in the event of major disasters due to natural or technological hazards. This agreement is conducted in collaboration with the EU, other European institutions and several specialized UN agencies. In Turkey, The European Natural Disaster Training Centre established within EUR-OPA is operating under the Ministry of Public Works and Settlement.

- <u>UNISDR</u>⁶ and the World Bank are striving to mainstream disaster risk reduction in poverty reduction and relevant sectoral development strategies in the region. The World Bank Board has formed a new instrument, the Global Facility for Disaster Reduction and Recovery designed to facilitate a coordinated approach among donors and partners in implementing the Hyogo Framework for Action through mainstreaming disaster risk reduction in poverty reduction strategies targeting those countries identified as natural disaster hotspots. UNISDR is the key partner to this initiative with the financial support of the World Bank.

- In the follow-up of forest fires during summer 2007, some <u>EU Member States</u> such as Greece and Italy are thinking of being more active in the sector of disaster risk reduction, particularly in the area of catastrophe risk financing options.

3. Description of project

3.1 Background and justification:

The IPA countries with their geographical position and similar geographical characteristics are faced with the same threats of natural disasters such as floods, forest fires, earthquakes and land slides. These countries are well aware that there are no borders for disasters and they have to pool their resources and cooperate on disaster risk reduction in a more intense manner.

Most of the countries in the region have gone through major political, social, economic and administrative changes and this is also reflected in the institutional aspects of disaster risk management. In some countries there is a shift from military to civil administration in the disaster management structures. However, it is observed in many countries that there is a lack of coordinated efforts among various departments, coordination between central and local administrative bodies, and defining clearly the roles and responsibilities towards disaster mitigation and management. The benefit of decentralization in disaster management is widely recognized due to the nature of hazard distribution in the region.

A better coordinated disaster management plan at the national level should pave the way to the preparation of a harmonized disaster risk reduction strategy at the regional level.

However, decentralization cannot be considered as a single rule for disaster management and preparedness as there is a need for a centralized database which should be accessible to all organizations that are involved in planning and formulating disaster management and mitigation activities within the country and the region.

In most of the countries of the region, the bio-physical and socio economic data is either not available or is not in user friendly format. These data should be aggregated and, in the case that it is not available, should be generated and organized in a usable format (ideally in GIS) which would be a crucial tool for hazard prevention strategy planning. This is more significant in a situation where the issues are trans-boundary in nature. Vulnerability of different population segments would be crucial information to integrate into the development plan of a country. There should also be policy for data sharing with adjacent countries.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact Since this initiative is proposed as a new priority, it was foreseen to conduct a feasibility study prior to any action, in order to get a thorough picture of what has been done so far in that area, to identify the needs as well as the other stakeholders involved in the sector.

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⁶ UN International Strategy for Disaster Reduction.

Following several consultations with other donors, it has been decided to rely on a synthesis report released by UNISDR in July 2007 in the context of the South Eastern Europe Disaster Risk Management Initiative. The report analyses the risks at both country and regional level emphasizing the trans-boundary disaster risks and their effects. Risk assessments of all the member countries (IPA countries, Bulgaria, Moldova, Romania and Slovenia) are prepared along with addressing the national level and regional issues and areas of cooperation. In addition to the risk assessment, the study has reviewed the existing documents to understand the existing legislation, awareness and capacity and institutional mechanisms towards disaster preparedness and prevention. The national initiatives, programmes from international organisations, bi lateral donor organizations towards disaster reduction and case studies of best practices in the region are also mentioned in that analysis. The report concludes with recommendations as a way forward for this initiative.

3.3 Results and measurable indicators:

Activity 1

Results

- Disaster risk reduction integrated into the national development plans
- Harmonized disaster risk reduction plans and procedures.

Measurable Indicators

- The IPA countries succeed to avoid the occurrence of recurrent natural disasters (floods, forest fires) or to mitigate their consequences

Activity 2

Results

- Developed mechanism for information sharing and networking among all the countries in the region;
- Established centralized database on variables required for vulnerability and risk assessment, risk modelling and preparing management plans at regional level.

Measurable Indicators

- Drafted regional strategy for disaster risk reduction;
- Drafted legislation or updated existing legislation in disaster risk reduction;
- Available regional level data for vulnerability assessments and forecasts.

3.4 Activities:

Activity 1

- Technical assistance to the public administration to (i) better coordinate the existing disaster risk reduction plans at the national level between the various public services (ii) integrate the disaster risk reduction in the development plans
- Development of an harmonized disaster risk reduction plan at the regional level

Activity 2

- Development and strengthening of meteorological and hydrological monitoring and forecasting systems, both at the country and the regional levels. This support should increase datagathering capacity and data quality, and to enhance data-sharing between the countries of the region as well as with the EU countries such as Greece, Bulgaria and Romania.
- Development of early warning systems through media such as radio and TV.
- Regional workshops between civil servants from public administrations for knowledge dissemination and sharing, and further cooperation between services of relevant countries.

3.5 Conditionality and sequencing

There should be a political consensus within the countries concerned as well as in the region for preparedness and mitigation of disasters in the region. Formulating legislation and implementing it successfully needs political will and should be understood as an essential component of sustainable development.

3.6 Linked activities

Regional initiatives

<u>Disaster Preparedness and Prevention Initiative for South-East Europe (DPPI SEE)</u>:

- In November 2000, the Stability Pact launched the DPPI in an effort to contribute to the development of a cohesive regional strategy for disaster preparedness and prevention. DPPI aims to pull together ongoing and future activities to identify and address unmet needs in order to improve the efficiency of the national disaster management systems and to endorse a framework for regional cooperation.
- DPPI will be a key player in the implementation of the present projects as it will be a platform for the coordination of the various activities.

Regional initiatives based on river basins:

Most of these initiatives aim to address natural resources and ecosystem management and conservation in the region. Disaster Management is integrated as part of these initiatives which are: (i) Danube basin initiative, (ii) Sava river basin initiative, (iii) Shared lake basin management. The European Commission is committed to support the implementation of a CARDS 2003 regional project aiming at improving the waste water management of the Sava River basin, as well as co-operation mechanisms between 4 riparian countries: Croatia, Bosnia & Herzegovina, Serbia and Montenegro. One of the project objectives is to support the capacities of the Sava Commission responsible for trans-boundary coordination of water management activities in the Sava River Basin. This activity is thus directly linked to water control and floods prevention.

EC initiatives

Civil Protection Mechanism, DG Environment

The main role of the Community Mechanism for Civil Protection is to facilitate co-operation in civil protection assistance interventions in the event of major emergencies which may require urgent response actions. This applies also to situations where there may be an imminent threat of such major emergencies. It is therefore a tool that enhances community co-operation in civil protection matters which was established by the Council Decision of 23 October 2001. A recast of the Mechanism was adopted by the Council on 12 June 2007. According to the Decision, membership to the Mechanism is open to all EU candidate countries by signing an agreement with the Commission. Negotiations are already ongoing with Croatia to join the Mechanism under this framework.

However, any country affected by a major disaster inside or outside the European Union can request assistance through the European's Commission Monitoring and Information Centre (MIC). The centre facilitates the delivery of expert or material assistance in the immediate aftermath of a catastrophe. As an example, during the summer of 2007, Albania twice turned to the Mechanism for assistance in its fight against forest fires. A number of participating States to the Community Civil Protection Mechanism provided assistance to the country. Germany provided two fire-fighting helicopters; Italy provided two fire-fighting aircraft; while fire-fighting equipment and protective gear was provided by Austria, the Czech Republic and Sweden.

DIPECHO

In 1996, DG ECHO launched a specific programme, DIPECHO (Disaster Preparedness ECHO) dedicated to disaster preparedness. DG ECHO has been very supportive of recent global efforts to strengthen Disaster Risk Reduction efforts, which includes disaster preparedness measures. The main component of the contribution to the global Disaster Risk Reduction efforts remains the DIPECHO programme which now covers 6 disaster-prone regions. The initiative therefore targets highly vulnerable communities living in some of the most disaster-prone regions of the world (Western Balkans and Turkey are not included).

CARDS

National programme in Bosnia and Herzegovina: Support to initiation of an environmental monitoring system and supply of monitoring equipment, including a substantial number of meteorological and hydrological stations. This could be an important basis in Bosnia and Herzegovina to start developing a network of data-sharing between the countries in the region.

3.7 Lessons learned

Since the projects proposed are the very first steps of the IPA disaster risk reduction initiative, it is too early to draw lessons from past experience in that area. However, recent risk and vulnerability assessments, as well as analysis of national disaster management plans in South Eastern Europe, have developed a series of recommendations based on the results of previous and/or ongoing activities in the region:

- National policies and legislation in most of the countries are focused on rescue and relief activities. There is a need to shift from this approach to disaster preparedness and prevention by incorporating disaster management into the development plan of the country and by giving ample scope for trans-boundary cooperation and activities for disaster risk management;
- It is observed that there are a greater number of regional bodies/committees constituted than effective coordinated activities in the region for disaster risk management. Future activities should be focused to reviving and strengthening the existing bodies rather than establishing new ones;
- At country level, a single ministry should handle disaster management activities within the country. There should be active association and coordination of national and local government, emergency managers, NGOs, WMO representatives, and media in each country.

4. Indicative Budget (amounts in €)

		SOURCES OF FUNDING										
	$\frac{\text{TOTAL}}{\text{COST}^7}$	ELL CONT	rnini	TTI	ONI	N A TION	JAI D		ATDIDI ITION		DDIVATE	
	COST		EU CONTRIBUTION NAT								<u>PRIVATE</u>	1
<u>Activities</u>		<u>Total</u>	<u>% *</u>	<u>IB</u>	<u>INV</u>	<u>Total</u>	<u>% *</u>	<u>Central</u>	<u>Regional</u>	<u>IFIs</u>	<u>Total</u>	<u>% *</u>
Activity 1												
Contract 1	1,000,000	1,000,000										
Activity 2												
contract 1	1,000,000	1,000,000										
<u></u>												
TOTAL	2,000,000	2,000,000			•							

Amounts net of VAT

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of	Signature of	Project Completion
	Tendering	contract	
Contract 1	N/A	2008 Q 3	End 2009
Contribution			
Agreement (with			
UNDP)			
Contract 2	N/A	2008 Q3	End 2009
Direct Grant			
Agreement (with			
WMO)			

6. Cross cutting issues (where applicable)

6.1 Equal Opportunity

The principle of equal opportunities should be taken into account when evaluating the quality of all projects proposed under the two components. Specific attention will be paid to this dimension when determining the benefit of training activities.

While implementing the project activities and, to the extent applicable, the Beneficiary will try to ensure that gender disaggregated data will be made available to carry out an analysis of the social and economic impact of the actions undertaken.

6.2 Environment

^{*} expressed in % of the Total Cost

⁷ The Community contribution which represents up to 100% of the total budget allocated to this programme has been calculated in relation to the eligible expenditure which in the case of centralised and joint management is based on total expenditure. The final percentage of the Community contribution of the total budget allocated to this programme will be determined in the Contributions Agreements depending on the contribution from International Organisations.

This programme will have a direct impact on the environment as the aim is to prevent the occurrence of natural disasters or to mitigate the effects of these catastrophes. Forest fires, landslides, floods and earthquakes could produce irreversible impact on the ecosystem. Each of the projects should enable the risk reduction of such disasters.

Moreover, the project beneficiaries shall ensure that, during the implementation of their actions, due consideration is given to the Government's development policy relating to environmental management and that such policy is embodied, within all strategic policy documents they may draft and all training activities they may carry out.

6.3 Minorities

Rights of minorities should be taken into account when evaluating the quality of all projects proposed under the two components. Specific attention will be paid to this dimension when determining the benefit of training activities.

While implementing the project activities and, to the extent applicable, the Beneficiary will try to assure that national minority disaggregated data will be made available to carry out an analysis of the social and economic impact of the actions undertaken.

ANNEXES

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3 Reference to laws, regulations and strategic documents:

Reference list of relevant laws and regulations Reference to AP /NPAA / EP / SAA Reference to MIPD Reference to National Development Plan

4- Details per EU funded contract

ANNEX 1: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR PROJECT FICHE IPA Regional Programme 2008	DISASTER RISK REDUCTION (Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Serbia including Kosovo (as defined by UNSCR 1244) and Turkey)	CRIS Number: 2008/019-813 and 2008/020-047
	Contracting Period expires: 31 December 2009	Disbursement period expires: 3 years following the date of contracting
	Total Budget: €2.000.000,00	* IPA Budget: €2.0 million

OVERALL OBJECTIVE	OBJECTIVELY	SOURCES OF	ASSUMPTIONS
	VERIFIABLE	VERIFICATION	
	INDICATORS		
To reduce vulnerability of IPA countries, in line with the Hyogo Framework for Action, by building the capacity and promoting a coordinated approach in disaster risk reduction.	avoid the occurrence of		Commitment of the IPA countries to the Hyogo Framework for Action guidelines that they all signed.
PROJECT PURPOSE	OBJECTIVELY	SOURCES OF	ASSUMPTIONS
	VERIFIABLE	VERIFICATION	
	INDICATORS		
- To facilitate the establishment of a regional		- World Meteorological	The IPA governments will be willing
strategy for disaster risk reduction in the Western	disaster risk reduction	Organisation reports	to adapt their legislation and
Balkans and Turkey.	- drafted legislation or updated	- Assessment of the World	development plans by including the
	existing legislation in disaster	Bank in the framework of	disaster risk reduction as an issue in
- To increase the availability of reliable regional	risk reduction	the Global Facility for	their strategy.

level data which are crucial for vulnerability assessment.	- available regional level data for vulnerability assessments and forecasts.	Disaster Reduction and Recovery	The countries will be inclined to rely on a regional strategy in disaster risk reduction, recognizing the added value of the regional approach.
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
Results related to Activity 1 - Disaster risk reduction integrated into the national development plans - Harmonized disaster risk reduction plans and procedures. Results related to Activity 2 - Developed mechanism for information sharing and networking among all the countries in the region; - Established centralized database on variables required for vulnerability and risk assessment, risk modelling and preparing management plans at regional level.	 available regional level data for vulnerability assessments and forecasts. established regional database on variables increased data sharing and data gathering capacity increased capacity building of hydromet institutes 	 national development plans national hydromet institutes 	
ACTIVITIES	MEANS	COSTS	ASSUMPTIONS
Activity 1 - Technical assistance to the public administration to (i) better coordinate the existing disaster risk reduction plans at the national level between the various public services (ii) integrate the disaster risk reduction in the development plans - Development of an harmonized disaster risk reduction plan at the regional level	Reduction in South East Europe Project in joint management with the UNDP as the Commission and UNDP	€2.0 million	

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- Development and strengthening meteorological and hydrological monitoring and forecasting systems, both at the country and the Activity 2 of the Disaster Risk regional levels. This support should increase datagathering capacity and data quality, and to Europe Project shall be enhance data-sharing between the countries of the region as well as with the EU countries such as grant agreement with the Greece, Bulgaria and Romania.
- Development of early warning system through extensive media such as radios and TV channels.
- Regional workshops between civil servants from the World Meteorological public administration to allow for knowledge dissemination and sharing and to encourage further cooperation between services of relevant countries.

will conclude a contribution of agreement.

> Reduction in South East implemented through a direct World Meteorological Organisation given the and exclusive experience and knowledge that Organisation has in this area.

ANNEX II: Amounts (in €) Contracted and disbursed by quarter for the project

Contracted	2 nd 2008	3 rd 2008	2009		
Contract 1		1,000,000.00			
Contract 2	1,000,000.00				
Cumulated	1,000,000.00	2,000,000.00			
Disbursed	3 rd 2008	2009	1st 2010	2011	
Contract 1	800,000.00		200,000.00		
	800,000.00		200,000.00		
Contract 2	800,000.00		200,000.00		

Annex 3: Reference to laws, regulations and strategic documents:

- Multi-Beneficiary Multi-annual Indicative Planning Document (2007/2009), SEC(2007)749 of 29.05.2007;
- Council decision of 20/02/2006 (2006/145/EC) on the principles, priorities and conditions contained in the Accession Partnership with Croatia and repealing Decision 2004/648/EC;
- Council decision of 30/01/2006 (2006/55/EC) on the principles, priorities and conditions contained in the European Partnership with Bosnia and Herzegovina and repealing Decision 2004/515/EC;
- Council Decision of 30/01/2006 (2006/57/EC) on the principles, priorities and conditions contained in the European Partnership with the former Yugoslav Republic of Macedonia and repealing Decision 2004/518/EC
- Council Decision of 23 January 2006 (2006/35/EC) on the principles, priorities and conditions contained in the Accession Partnership with Turkey
- Council decision of 30/01/2006 (2006/56/EC) on the principles, priorities and conditions contained in the European Partnership with Serbia and Montenegro, including Kosovo as defined by the UNSCR 1244 of 10/06/1999, and repealing Decision 2004/520/EC;

ANNEX 4: Details per EU funded contract

It is fitting to implement Activity 1 of the Disaster Risk Reduction in South East Europe Project in joint management with the UNDP or another specialised international organisation as the Commission and organisation have elaborated the project jointly; the implementing international organisation must have specialist knowledge in Disaster Risk Reduction. To this end the Commission and the UNDP or will conclude a contribution agreement.

The contractual agreements to be signed with the International Organisation will fully observe the conditions laid down in articles 53 (d) of the Financial Regulation and 43 of its Implementing Rules. For UNDP, the general conditions of the standard mode for International Organisations published on the AIDCO Website (revised version of 2007) will thus supplement the Financial and Administrative Framework Agreement signed in April 2003 between the European Commission and the United Nations Organisation.

Activity 2 of the Disaster Risk Reduction in South East Europe Project shall be implemented through a direct grant agreement with the World Meteorological Organisation given the extensive and exclusive experience and knowledge that the World Meteorological Organisation has in this area.

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EC external actions