



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

MULTI-COUNTRY

EU support to flood prevention and forest fires risk management in the Western Balkans and Turkey

Action summary

The action will improve legal and institutional frameworks in the Western Balkans and Turkey related to flood prevention and forest fires risk management, supporting institutional coordination among all actors. It will improve capacities of relevant institutions to develop flood risk management plans based on the good practices of the EU Member States and in line with the EU Floods directive, and strengthen existing Early Warning Systems for floods, including cross border aspects.

It will increase capacity of the beneficiaries to develop regionally harmonised methodology for forest fire risk assessments, improve risk assessments and risk management plans for forest fires, including cross border aspects. The action will also improve operational capacities of the beneficiaries for preparedness and response to forest fires.

In this context, the action will support improving disaster risk management at central, regional and EU levels, and further developing capacities within the context of the Union Civil Protection Mechanism.

Action Identification			
Action Programme Title	IPA II Multi-country Action Programme 2019		
Action Title	EU support to flood prevention and forest fires risk management in the Western Balkans and Turkey		
Action ID	IPA 2019/ NEAR>ECHO.11/MC/Flood prevention-Forest fires risk management		
Sector Information			
IPA II Sector	9. Regional and territorial cooperation		
DAC Sector	74010: Disaster Prevention and Preparedness		
Budget			
Total cost	EUR 5 million		
EU contribution	EUR 5 million		
Budget line(s)	22.020401- Multi-country programmes, regional integration and territorial cooperation		
Management and Implementation			
Management mode	Direct management		
<i>Direct management:</i> European Commission	Directorate-General for European Civil Protection and Humanitarian Aid Operations, A.4 - Civil protection policy unit (in co-delegation with Directorate-General for Neighbourhood and Enlargement Negotiations)		
Implementation responsibilities	Directorate-General for European Civil Protection and Humanitarian Aid Operations, B.1 - Civil protection horizontal issues		
Location			
Zone benefiting from the action	IPA II beneficiaries: Albania, Bosnia and Herzegovina, Kosovo*, Montenegro, North Macedonia, Serbia, Turkey		
Specific implementation area(s)	N/A		
Timeline			
Final date for contracting including the conclusion of delegation agreements	At the latest by 31 December 2020		
Indicative operational implementation period	72 months from the adoption of the Financing Decision		
Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	x
Aid to environment	<input type="checkbox"/>	x	<input type="checkbox"/>
Gender equality (including Women In Development)	<input type="checkbox"/>	x	<input type="checkbox"/>
Trade Development	x	<input type="checkbox"/>	<input type="checkbox"/>

* This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

Reproductive, Maternal, New born and child health	x	<input type="checkbox"/>	<input type="checkbox"/>
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	x	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	x	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	x	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	<input type="checkbox"/>	x	<input type="checkbox"/>

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Floods and forest fires represent two of the main risks in the Western Balkans and Turkey with several of them affected every year, sometimes repeatedly. The Western Balkans and Turkey will suffer disproportionately from climate change, which will result in these climate events becoming more frequent and extreme. Relevant authorities however often lack the capacity and equipment to prevent, manage and respond to such events.

High vulnerability to floods is also reflected by the relevant disaster statistics published on the Prevention Web¹ for the period 1980-2010 which confirm that floods is the natural hazard with the highest occurrence in the Western Balkans and Turkey. The region is characterized by significant human and economic exposure to this type of natural hazard and by a high vulnerability index (i.e. on a scale from 1 to 10, the vulnerability index is: 7 for Albania, Montenegro and North Macedonia and 6 for Bosnia and Herzegovina, Croatia, Turkey and Serbia). The region faced catastrophic floods in 2014.

Flood Risk Management Plans including precisely defined measures are of crucial importance for prevention, protection and preparedness.

Weather conditions in Southern Europe are predicted to become drier and hotter and a further increase in burnt area and number of forest fires is to be expected also due to the lengthening of the forest fire season. Concerning the Western Balkans and Turkey the overall trend over the last four years (2013-2016) is that forest fires are increasing in terms of burnt area and number of fires, (with 2014 being exception). 2017 was a very intensive and challenging forest fire season with the EU not being able to respond to all requests for assistance.²

Certain general patterns can be discerned in the Western Balkan region: the types of forests prone to forest fires; central systems for forest fire protection involving large numbers of institutions and organisations; the large number of laws regulating forest fire protection; the lack of reliable and aggregated data on forest fires (forest fire statistics); the lack of early warning systems at beneficiary level as well as regional or local monitoring systems; and the lack of proper tools and equipment for forest fire suppression.³

There is a strong need for enhanced prevention measures. Risk assessment, as well as measures for the prevention of and preparedness for forest fires need an integrated approach with forest management, and best practices need to be shared between the beneficiaries in the region in a systematic way. Sharing information and holding exercises between the beneficiaries of this action with similar characteristics will increase preparedness and response to forest fires. Training is key for all staff involved in forest firefighting (civil protection staff, professional fire fighters, volunteers, etc.). As coordination during emergencies is particularly critical, a specific training on coordination and Host Nation Support is needed.

In view of the current or future participation⁴ of the EU candidate and potential candidates in the Union Civil Protection Mechanism⁵ and in view of the IPA II beneficiaries' approximation to the EU, this programme will support the IPA II beneficiaries to achieve progress for their own benefit and strengthen regional cooperation in floods and forest fires risk management.

¹ PreventionWeb (<http://www.preventionweb.net>) serves the information needs of the disaster risk reduction community, including the development of information exchange tools to facilitate collaboration.

² Source: Emergency Response Coordination Centre of the European Commission – ERCC; (http://ec.europa.eu/echo/what/civil-protection/emergency-response-coordination-centre-ercc_en).

³ Source: Regional report Forest fires in the South Eastern Europe; <http://gfmco.org/globalnetworks/seeurope/RFMC-REC-SEE-Regional-Report-Forest-Fires-2015.pdf>.

⁴ North Macedonia, Montenegro, Serbia and Turkey are already Participating States of the Union Civil Protection Mechanism.

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

Considering the restricted budgets and lack of capacity of the authorities in the region to train, exercise and equip the response teams for forest fires risks, it is essential to support them in building their resilience. A regional approach is instrumental, not only as the most cost-efficient approach but also to foster a sense of solidarity in the region.

National civil protection authorities are the main beneficiaries. Ministries of Environment or other relevant ministries/agencies, training institutions, international and donor organisations (the UN specialized agencies, the World Bank, International Sava River Basin Commission (ISRBC), Disaster Prevention and Preparedness initiative for SEE Europe –DPPI⁶, etc.), scientific community, as well as key local and national actors who play vital roles in the field of disaster prevention, preparation, and response (professional, voluntary fire fighters...etc.) will be involved.

It is worth noting that the most of the targeted IPA II beneficiaries have already established some degree of cooperation with other countries and the European Commission through their participation in the Expert Group on Forest Fires (EGFF), which helps develop and coordinate actions around the European Forest Fire Information System (EFFIS)⁷. The Joint Research Centre⁸ (JRC) of the European Commission works together with EGFF on basic criteria (not the methodology) for wildfire risk assessment in the pan-European region. The first report was published in January 2019.⁹

The Participating States of the Union Civil Protection Mechanism are important actors, as peers, who can share their expertise in prevention, preparedness, response and recovery know-how. The Directorate General for Civil Protection and Humanitarian Aid Operations, which hosts the Emergency Response Coordination Centre (ERCC), and the Joint Research Centre can provide technical input.

OUTLINE OF IPA II ASSISTANCE

The action will provide assistance to improve legal and institutional frameworks related to the EU Floods Directive and to forest fires risk management, supporting strong institutional coordination among all responsible actors. This will include support for the development of flood risk management plans with particular attention to transboundary cooperation and early warning by including early warning into local/central emergency management plans.

The action will also provide

- capacity building for developing risk assessments for forest fires, linking risk assessments and emergency planning taking into account climate change and early warning,
 - procedures for requesting and receiving international assistance through the Union Civil Protection Mechanism,
 - improve Host Nation Support Guidelines¹⁰ and cross border arrangements in case of forest fires.
- capacity building for developing risk assessments for forest fires, linking risk assessments and emergency planning taking into account climate change and early warning, procedures for requesting and receiving international assistance through the Union Civil Protection Mechanism, improve Host Nation Support Guidelines¹¹ and cross border arrangements.

Activities will include workshops, trainings, exercises, exchange of experts, awareness raising and purchasing basic personal equipment for fire fighters. A combination of technical assistance, training and exercise, and acquisition of small-scale equipment is important.

⁶ <http://dppi.info/>

⁷ http://effis.jrc.ec.europa.eu/media/cms_page_media/40/Annual_Report_2017_final_pdf_uCckqee.pdf

⁸ https://ec.europa.eu/info/departments/joint-research-centre_en

⁹ <https://publications.europa.eu/en/publication-detail/-/publication/1f320aa0-1ec3-11e9-8d04-01aa75ed71a1/language-en>

¹⁰ http://ec.europa.eu/echo/files/about/COMM_PDF_SWD%2020120169_F_EN_.pdf

¹¹ http://ec.europa.eu/echo/files/about/COMM_PDF_SWD%2020120169_F_EN_.pdf

National civil protection authorities and relevant ministries in disaster risk management and will be directly involved in the implementation of the action through inter-institutional working groups. Some of them were established during the IPA Floods and IPA Disaster Risk Assessment and Mapping Programme (IPA DRAM). Civil Society Organisations (local and international NGOs, firefighting associations, volunteer groups, community-based organisations, etc.), international and donor organisations (the UN specialized agencies, the World Bank, NATO, Disaster Prevention Preparedness initiative for SEE Europe (DPPI), etc.), as well as key local and national actors (such as municipal authorities, relevant Ministries and training institutions) will be indirectly involved. The local population is the final beneficiary of the programme and the importance of community awareness and involvement in preparation and mitigation activities is inestimable.

An important role in the programme can be played by the Disaster Prevention Preparedness Initiative for South Eastern Europe (DPPI SEE). Launched in November 2000 under the Stability Pact, DPPI was intended to play a key role in ensuring a cohesive regional development in the area of disaster preparedness and response and, given its mandate and role, has been a key partner in implementation of the two-above mentioned IPA programmes. DPPI could play a role in continuing regional activities of the IPA DRAM programme once finished.

RELEVANCE WITH THE IPA II MULTI-COUNTRY STRATEGY PAPER AND OTHER KEY REFERENCES

Civil protection is addressed in the revised Multi-country Indicative Strategy Paper for the period 2014-2020¹² in the chapter “Environment, climate action and energy including civil protection” stating that regional capacity building programmes based on cooperation with the Union Civil Protection Mechanism should ensure preparedness of the IPA II beneficiaries to join the Mechanism (if not done yet) and their further integration.

Civil protection is included as a subchapter in the flagship initiative 2: “Reinforcing engagement on security and on migration” in the *‘Credible enlargement perspective for and enhanced EU engagement with the Western Balkans’* adopted in February 2018.

The proposed action will support building risk and disaster management at beneficiary, regional and EU levels, and further develop capacities within the context of the Union Civil Protection Mechanism (UCPM). In November 2017, the Commission has proposed a new legislation in civil protection, which is envisaged to be adopted in early 2019. A key part of the proposal is the creation of rescEU, a reserve at European level of civil protection capabilities such as aerial forest fighting, special water pumps, urban search and rescue and field hospitals and emergency medical teams. The proposal was launched to respond to disastrous forest fires, where EU had to request international help, and to strengthen capacity to protect EU citizens.

Development of risk assessments related to forest fires will support implementation of the Sendai Framework for Disaster Risk Reduction (2015-30) – for example the inclusion of climate change scenarios into risk assessments, and further integration with the Union Civil Protection Mechanism.

European Forest Fire Information System (EFFIS)¹³, managed by the Joint Research Centre, covers the full fire cycle in wildfire monitoring. It monitors forest fires in the region and develops statistics on forest fires in the countries at least for the last 18 years.

Copernicus Emergency Management Service represents a valuable tool for beneficiaries with its components on forest fires (EFFIS), floods (EFAS), droughts (EDO) and a possibility to ask for maps after disasters. All activities of the action should ideally make links to these available service for improving disaster preparedness, prevention and response.

¹² C(2018) 3442, 31.05.2018.

¹³ <http://effis.jrc.ec.europa.eu/>

IPA II bilateral assistance projects on civil protection with beneficiaries in the region and this action are closely coordinated thought to complement each other.

The proposed action will avoid duplications and will link with relevant initiatives in the region:

The Western Balkans Disaster Risk Management Programme implemented by the World Bank (started in January 2018) enhances the capacities of the beneficiaries in the Western Balkans for disaster risk reduction (DRR) and identifying options for a regional framework for understanding and sharing disaster risk information as well as promoting Disaster Risk Management (DRM).

The South East European Multi-Hazard Early Warning Advisory System (Phase II, World Bank and World Meteorological Organisation) (started January 2018) project strengthens regional flood forecasting, thereby initiating the activities necessary for implementation of a regional multi-hazard early warning advisory system. The system intends to improve lead-time, accuracy and resolution of early warnings of hydro-meteorological hazards in South Eastern Europe. As weather-related hazards in the region are transboundary, the project aims at bolstering regional cooperation and support harmonization and strengthening of national forecasting systems, enabling earlier and better targeted domestic warning services.

The EU Danube Strategy is an internal strategy for the Member States to address the problems of the Danube region but it also involves non-EU members from the Western Balkan – Bosnia and Herzegovina, Montenegro and Serbia. The objectives of priority axis 5 "Environmental risks" of the EU Danube Strategy are mainly related to developing a flood management plan for the whole river basin, climate change related impacts on risks, further strengthening of the early warning tools, strengthening operational cooperation among civil protection authorities in the Danube countries, etc. The Strategy aims at aligning existing funding to its objectives and has no additional dedicated funding mechanisms created for its implementation.

The International Sava River Basin Commission (ISRBC) has been established with the objective to boost transboundary cooperation for sustainable development of the region and involves Bosnia and Herzegovina, Croatia, Serbia and Slovenia. Among others, ISRBC aims at establishing sustainable water management, which would provide for protection against detrimental effects of water (flooding, excessive groundwater, erosion and ice hazards).

Serbia National Disaster Risk Management Programme (DRM) (World Bank National IPA II 2014-2020) supports Serbia to enhance disaster risk management and flood prevention systems by reducing existing flood risks and avoiding the creation of future flood risks. This will be the basis for the production of flood-risk maps that can be integrated into national information systems, and will align with the [EU Flood Directives](#) for pre-accession requirements. Together with the strengthening of the national hydro-meteorological monitoring network, these terrain models will help the country better plan for climate impacts and improve its forecasting capacities.

The bilateral IPA Programme in Albania "ProNews (2017-2019)¹⁴" works on improvement of the Legal and Institutional framework on Early Warning, Flood Management and Civil Protection; development of Flood Hazard Maps according to the provisions of EU Floods Directive; improvement of Flood Early Warning and integration into the European Flood Awareness System (EFAS); promotion of the development of awareness raising campaigns and prevention measures among the population; support to become a Participating State in the European Union Civil Protection Mechanism (EUCPM).

Adapting to Climate Change and Flood Management in the Western Balkans" (CCA WB I)¹⁵ funded by the German Federal Ministry for Economic Co-operation and Development (2012-2018). The first phase of this project ended in 2016, while the second phase started in 2016 and is still in process. Within this project

¹⁴ <http://www.pronewsprogramme.eu/>

¹⁵ Adapting to Climate Change and Flood Management in the Western Balkans" (CCA WB I)

a Memorandum of Understanding was signed which institutionalizes the sharing of hydro meteorological data in real time between the relevant institutions of Albania, Montenegro, Kosovo and North Macedonia.

The bilateral IPA Programme “EU Support to Civil Protection in Bosnia and Herzegovina” (March 2019 - February 2021) will facilitate the cooperation of all civil protection actors in BiH for achieving increased coordination, interoperability and effective responsiveness. Ultimately, the action shall help to prepare BiH to become a participating state in the Union Civil Protection Mechanism (UCPM) and enhance resilience down to the municipal level.

A TAIEX Peer review on the civil protection system was carried out in Bosnia and Herzegovina on 10-15 September 2018. The peer review report will outline gaps in the civil protection system and provide recommendations for improvement.

The Technical Assistance to Disaster and Emergency Management Authority in Turkey - AFAD, “Team-Up project”¹⁶ (2016-2018) is financed from the National IPA instrument. The four results of this Project are (1) strengthened institutional capacity of AFAD, at the central (2) improved disaster and emergency management system in Turkey, (3) increased coordination and enhanced cooperation with the relevant public, private institutions and Civil Society active in Turkey and (4) increased institutional awareness on the disaster management and emergency issues.

A Peer review on disaster risk management system was carried out under the Union Civil Protection Mechanism in North Macedonia on 15-24 October 2018. The peer review report identifies gaps in the system and will provide recommendations for improvement. The report will be available in the first half of 2019.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

The proposed actions will build on the findings and lessons learnt on previously implemented and ongoing projects/programmes under the IPA–Multi country programmes as well as other relevant initiatives in the region.

The proposed prevention action on floods will be a direct follow-up to the Prevention, preparedness and response to floods in the Western Balkans and Turkey Programme - IPA Floods, (Lot 1+ Lot 2, Jan 2015 - Jan 2018)¹⁷.

The IPA Floods programme had two components, one focusing on prevention and the other one on capacity building for preparedness and response including purchase of the equipment for flood related response units. Under the grant, equipment was purchased for the first time within an IPA regional programme for civil protection. The IPA Flood programme was a good example where capacity building on preparedness and purchase of the equipment increased the interest of the beneficiaries and ownership of the programme. Therefore, the proposed activities in this action will follow the same pattern.

The Programme IPA Disaster Risk Assessment and Mapping - IPA DRAM (Dec 2016 – Dec 2019)¹⁸ has set up inter-institutional working groups for risk assessments, disaster loss data and mapping. This will substantially ease the work of the proposed activities in this action as most of the implementing authorities are the same.

¹⁶ https://www.niras.com/media/10299523/afadbrosur_eng_0218.pdf

¹⁷ <http://ipafloods.ipacivilprotection.eu/>

¹⁸ <http://www.ipadram.eu/>

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	
Foster regional cooperation and sharing best practices to help the IPA II beneficiaries align their legislation with the EU <i>acquis</i> and to adapt gradually to the EU standards and practices in civil protection	<p>Quality of structures and systems in place for disaster risk management and for cooperation at beneficiary, regional and EU levels.</p> <p>Progress on integration into the Union Civil Protection Mechanism</p>	<p>Laws, regulations, policies and procedures at central level</p> <p>Official documents from the governments or national civil protection authorities</p>	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>1. To improve legal and institutional framework related to the EU Floods Directive and institutional coordination among the IPA II beneficiaries involved in the EU Floods Directive implementation.</p> <p>2. To improve prevention, preparedness and IPA II beneficiaries capacities to respond to forest fires at central, regional and EU levels</p>	<p>1. Number of beneficiaries that developed new arrangements, protocols or improved Flood Risk Management Planning and Early Warning Systems</p> <p>2. Number of beneficiaries that improved prevention, preparedness and response to forest fires and can cooperate with the Union Civil Protection Mechanism</p>	<p>Beneficiaries' submissions to the Commission in compliance with Art 5 and 6 of the Union Civil Protection Mechanism legislation.</p> <p>Requirements of the EU Flood directive</p> <p>Programme reports</p>	<p>Sustained political commitment from beneficiaries</p> <p>Participants in each project activity will be selected based on criteria objective and relevant for the action concerned (participant profile tailored to the specifics of each intervention)</p> <p>Timely availability of relevant participants in the project will be ensured by all beneficiaries</p> <p>Beneficiaries will cooperate and enable civil servants and experts to implement and pass the knowledge and skills gained to the other relevant professionals</p>
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>1. Improved IPA II beneficiaries' capacity to develop Flood Risk Management Plans (FRMP), strengthen existing Early Warning System (EWS) for floods</p> <p>2. Increased capacity of the IPA II beneficiaries to develop regionally harmonised methodology for forest fire risk assessment, develop/update risk assessments and risk management plans for forest fires, including cross border component, and improved operational capacity for preparedness and response to forest fires</p>	<p>1. Number of procedures/action plans/guidelines for developing, adopting and implementing Flood Risk Management Plans and common transboundary Flood Risk Management Plans in the region; number of beneficiaries that improved existing Early Warning Systems</p> <p>2. Number of developed action plans/guidelines for developing /improving and implementing risk assessments, risk management plans, number of trained and equipped personnel for forest fires</p>	<p>Relevant responsible authorities</p> <p>Project progress and monitoring reports</p> <p>Training/exercise/workshop/ evaluation reports based on feedback from participants</p> <p>Evidence on communication/coordination/cooperation among the target beneficiaries in real life emergencies.</p>	<p>Political stability within the beneficiaries</p> <p>Sustained political commitment from beneficiaries</p> <p>Participants in each project activity will be selected based on criteria objective and relevant for the action concerned (participant profile tailored to the specifics of each intervention)</p> <p>Timely availability of relevant participants in the project will be ensured by all beneficiaries</p> <p>Beneficiaries will cooperate and enable</p>

			civil servants and experts to implement and pass the knowledge and skills gained to the other relevant professionals
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DESCRIPTION OF ACTIVITIES

Activities related to the specific objective 1:

To improve legal and institutional framework related to the EU Floods Directive (EUFD): institutional coordination among the IPA II beneficiaries involved in the EU Floods Directive implementation.

Result: 1

Improved beneficiaries' capacity to develop Flood Risk Management Plans (FRMP) and strengthen Early Warning System (EWS) for floods

Activity 1.1: Increase beneficiaries' capacity to develop Flood Risk Management Plans (FRMP) based on good practices of the EU Member States and in line with the EU Floods directive.

Establish procedures/action plans/guidelines in the beneficiaries for adoption and implementation of FRMP based on good practices of EU Member States and where possible develop FRMP in line with the provisions of the EU Floods Directive. Develop procedures for harmonising FRMP with River Basin Management Plans with particular attention to transboundary issues or develop pilot activities as examples of harmonisation. Results should be adjusted to a specific situation in each IPA II beneficiary.

Develop a mechanism for the effective implementation and monitoring of FRMP, ensuring that FRMP is consistent with relevant central and local emergency management plans, climate change adaptation strategies if existent, and contain the identification of structural/non-structural measures for flood risk reduction and mitigation, including transnational dimension and EWS as non-structural measure of FRMP.

Activity 1.2 Capacity building for developing common transboundary Flood Risk Management Plans (FRMP)

Establish a mechanism/procedure of cooperation among different beneficiaries for flood risk management in international river basins for developing common transboundary FRMP. Flood Protocol of the International Sava River Basin Commission (ISRBC) could be considered as a reference.

Facilitate establishment of multi-national river basin councils/authorities that can act as platforms for development and monitoring of common FRMP.

Activity 1.3 Develop procedures and agreements for including early warnings into the local/central emergency response plans

Focus of this activity will be on how early warnings are used by the civil protection authorities at local and central levels, to save life and reduce damages. The activity will facilitate development of the procedures and agreements among the responsible authorities in the beneficiaries to include early warnings into the emergency response plans.

The activity will support upgrading forecast and early warning capabilities of National Hydro-Meteorological Services by sharing forecasting products of different beneficiaries and international

organizations such as ECMWF¹⁹, and by further integration into the European Flood Awareness System – EFAS.

The programme will follow up on the results achieved in the IPA Floods programme. It will be based on the EU Member States' experience and practices in this area, with consideration of all elements relevant in the flood risk management context (prevention, protection, preparedness, emergency response and early warning) and defined in inception phase of the programme, following a needs assessment/gap analysis of the targeted IPA II beneficiaries.

Considering the fact that this programme will focus on practical issues and challenges that the IPA II beneficiaries might face in their current/future efforts related to the EU Floods Directive requirements, it will include interactive workshops, case studies and exchange of experts.

The programme should envisage strong presence by the EU Member States and intensive sharing of expertise, experience and best practices. The programme should allow for the beneficiaries to submit concrete examples at IPA II beneficiary level for discussion and problem-solving.

Activities related to the specific objective 2:

To improve prevention, preparedness and IPA II beneficiaries capacities to respond to forest fires at central, regional and EU levels

Result 2:

Increased capacity of the IPA II beneficiaries to develop regionally harmonised methodology for forest fire risk assessment, develop/update risk assessments and risk management plans for forest fires, including cross border component, and improved operational capacity for preparedness and response to forest fires.

Activity: 2.1 To provide technical support to the beneficiaries for developing their risk assessments and risk management capabilities for forest fires

Establish action plans/guidelines for developing and/or improving risk assessments for forest fire risk following the EU Risk Assessment and Mapping Guidelines for disaster Management²⁰, Sendai Framework priorities and the good EU practices. Action plan should identify main responsible authorities, their tasks and procedures of cooperation for developing and implementing national risk assessments. Results should be adjusted to a specific situation in each beneficiary.

Developed action plans and or risk assessments should include cross-border, regional aspects and climate change impacts. The accomplishment of national risk assessments should lay foundations for improving national risk management planning and risk management capabilities (including planning of prevention, preparedness measures and early warning related to forest fires).

Capabilities in relevant forest fire related institutions should be addressed at both organisational and individual levels, including weather forecast, fire behaviour analysis, assessment and public risk information.

The activity will facilitate development of regionally harmonised methodology for risk assessments on forest fires.

Activity: 2.2 Establish, equip and train the ground forest firefighting modules in line with the Annex II of the Commission Decision²¹

¹⁹ <https://www.ecmwf.int/>

²⁰ http://ec.europa.eu/echo/files/about/COMM_PDF_SEC_2010_1626_F_staff_working_document_en.pdf

²¹ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014D0762&from=EN>

Contribute to equip the Ground forest firefighting module (GFFF).

Develop or improve existing training curriculum for fire fighters and forest fires assessment experts. Carry out a specific training for fire fighters and forest fires assessment experts with the scientific community and civil society involved. Specific areas such as forestry management, urban interface, tourists' component and public risk information should be addressed. Training should include procedures for requesting and offering international assistance through the Union Civil Protection Mechanism.

Put into operation Ground forest firefighting modules by establishing standard operating procedures according to the EU Guideline for Standard Operating Procedures and based on the experience of existing EU civil protection modules.

Trained GFFF should be interoperable with the teams of the neighbouring countries. Preferably, GFFFs should be established in the fire prone areas close to the borders with neighbouring countries sharing the same risk.

Activity: 2.3 Establish border crossing protocols and Host Nation Support (HNS) protocols according to the EU Guidelines on Host Nation Support, with the aim to ensure rapid and effective deployment of the civil protection modules in case of forest fires

This activity will further develop cross border and HNS protocols developed under IPA Floods programme and will focus on the specificities for forest fires. Activity will include workshops, trainings and exchange of experts.

Activity 2.4 Organise regional table top and field exercises for developed modules with the participation of the same types of modules from the Participating States of the Union Civil Protection Mechanism

RISKS

Potential risks might be:

Risk 1: The political situation in the region.

Mitigation measures: Continue to consider the cooperation in Civil Protection as a technical, non-political matter, aimed at saving lives; reinforce the culture of trust among the international civil protection community through regular opportunities to meet with UCPM Participating States and partner countries (trainings, exercises, forum on civil protection, peer reviews, advisory missions etc.); Strengthen commitment of the IPA II beneficiaries to adapt gradually to the EU standards and practices towards the EU membership and integration into the Union Civil Protection Mechanism.

Risk 2: Cooperation on risk assessment, particularly on trans-boundary risk management and response plans, is hampered due to the lack of transparent data sharing among different stakeholders within and among targeted IPA II beneficiaries.

Mitigation measures: Build stronger networks with the scientific community and civil society to support the process.

Reinforce the culture of trust among the international civil protection community through regular opportunities to meet with UCPM Participating States and partner countries (trainings, exercises, forum on civil protection, peer reviews, advisory missions etc.)

Risk 3: Inadequate interministerial coordination and lack of institutional capacity at central level to deliver expected results

Mitigation measure:

Engage all relevant stakeholders in some of the activities. Consider IPA II beneficiary-specific technical assistance. Consider support by the peers (within or outside the UCPM).

ASSUMPTIONS AND CONDITIONS FOR IMPLEMENTATION

It is assumed that the IPA II beneficiaries: have political stability and absence of major tensions between them; have strong political commitment to join the Union Civil Protection Mechanism and the EU; understand that prevention is the preferred way to deal with disasters; will build on the progress achieved in the previous regional IPA Programmes (IPA Floods and IPA DRAM); will be willing to cooperate and coordinate with other stakeholders, including civil society and scientific community; will take more and more ownership of the action.

The IPA II beneficiaries are expected to take on board recommendations of the previous IPA programmes: IPA Floods and IPA DRAM, unless the changing context makes those recommendations obsolete.

Additionally, it is assumed that sufficient funding shall be allocated at central level to allow functioning of the Civil Protection authorities without external assistance, and National Programme Coordinators and Thematic Focal Points shall be appointed, active and responsive.

In order to ensure involvement of all relevant sectors, implementation of results and sharing of information, multi-stakeholder mechanism(s) shall be established at beneficiary level.

Adequate political support for reforms should exist.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

Albania: General Directorate of Civil Emergencies (Ministry of Defence), Institute of Energy, Water and Environment (IEWE) The Ministry of Environment, Forests and Water Administration (MEFWA), through the Directorate for Forest Protection and Treatment and the State Inspectorate of Environment, Forests and Waters (SIEFW).

Bosnia and Herzegovina:

– State level: Ministry of Security-Protection and Rescue Sector, Ministry of Civil Affairs, Bosnia and Herzegovina-Sector for Geodetic, Geological and Meteorological Affairs, Ministry of Foreign Trade and Economic Relations- Sector for Natural Resources, Energy and Environment Protection (Department for Water Resources).

– Republika Srpska: Ministry of Agriculture, Forestry and Water Management, Republic Hydro-meteorological Institute of Republika Srpska, Public Institution “Vode Srpske”, Republika Srpska Ministry of Interior, Republic Administration of Civil Protection of Republika Srpska, Civil Society (NGOs, academic community), Forestry Department within the Ministry of Agriculture, Water Management and Forestry in Reublica Srpska.

– Federation of Bosnia and Herzegovina: Federal Ministry of Agriculture, Water Management and Forestry, Agency for River Sava Basin, Agency for Adriatic Sea Water Basin, Federal Hydro meteorological Institute, Federal Civil Protection Administration of Federation of Bosnia and Herzegovina, Civil Society (NGOs, academic community); the Forestry Department within the Ministry of Agriculture, Water Management and Forestry of the Federation of Bosnia and Herzegovina (MAWMF).

Brcko: 'Department of Public Safety of the Brcko District, 'Department of Agriculture, Forestry and Water Management of the Brčko District

- North Macedonia: Protection and Rescue Directorate, Crisis Management Centre, Republic Hydro-meteorological Service.

Kosovo: Emergency Management Agency, Department of Waters within the Ministry of Environment and Spatial Planning, Kosovo Hydro-meteorological Institute (part of the same Ministry).

Montenegro: Sector for Emergency Situations and Civil Protection (Ministry of Interior), Hydrometeorological Institute of Montenegro.

Serbia: Sector for Emergency Situation of Ministry of Interior and Hydro-meteorological Service of the Republic of Serbia, PIMO- Public Investment Management Office, Ministry of Agriculture Forest and Water Management.

Turkey: Ministry of Interior Disaster and Emergency Management Authority (AFAD), Disaster and Emergency Management Provincial Directorates (governorships) and Ministry of Agriculture and Forestry-General Directorate of Water Management, General Directorate for State Hydraulic Works and General Directorate of Meteorological Service.

Inter-institutional working groups for floods and national risk assessments were established under the IPA Floods and IPA DRAM Programme. After revision and formal confirmation these groups can be used for implementation of the proposed activities.

A Steering Committee will be established with at least 2 representatives per IPA II beneficiary, one of which should be from the national civil protection authority and the other one from the water management authority. The Committee will support and supervise the implementation of the action by giving general direction, concrete advice and feedback on already implemented activities. At least one representative of the Joint Research Centre should be part of the Steering Committee.

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

The action will be implemented through a grant contract in direct management by the Directorate-General for European Civil Protection and Humanitarian Aid Operations based on a co-delegation agreement with the Directorate-General for Neighbourhood and Enlargement Negotiations. The grant will be awarded following a call for expression of interest for an indicative amount of EUR 5 million. The indicative duration of the grant contract will be 36 months.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

The European Commission may carry out a mid-term, a final or an ex-post evaluation for this action or its components via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the the Directorate-General for Neighbourhood and Enlargement Negotiations Guidelines on linking planning/programming, monitoring and evaluation. In addition, the action might be subject to external monitoring in line with the European Commission rules and procedures.

From the EU side, the contract execution is monitored through regular reports (6-month progress reports and final – narrative and financial reports), clearly identified milestones linked to each component of the action, regular meetings with the contractor by the task manager and participation in Steering Committee meetings, evaluations to measure the progress of indicators and the overall performance framework. The invoices are presented to the Contracting Authority accompanied by the necessary detailed reports reflecting the action developed and the actual cost items accompanied by the necessary justifications and any other supporting documents.

In addition, the Contracting Authority will hire an external evaluator for an interim or final evaluation of the action.

INDICATOR MEASUREMENT [TO BE COMPLETED AT A LATER STAGE]

Indicator	Baseline 2019/20	Target 2020	Final Target (year)
Quality of structures and procedures in place for disaster risk management and for cooperation at central, regional and EU levels.	will be determined in the inception phase		Progress towards membership in the Union Civil Protection Mechanism
Indicator to Specific objective 1 Action output indicator Result 1.1: Number of procedures/action plans/guidelines for developing, adapting and implementing FRMP in the region including transnational dimension	will be determined in the inception phase		7 (good practices of EU Member States and in line with EU Floods directive)
Action output indicator Result 1.1: Quality of developed procedures/action plans/guidelines for developing, effective monitoring and implementation of FRMP	will be determined in the inception phase		ensuring that action plans are adapted to each beneficiary circumstances and take into account inter-institutional set up, climate change adaptation strategies if existent, and contain the identification of structural/non-structural measures for flood risk reduction and mitigation, including transnational dimension and EWS as non-structural measure of FRMP
Action output indicator Result 1.2: Quality of established mechanisms /procedures for cooperation among responsible beneficiaries in international rivers basins for developing common transboundary FRMP	will be determined in the inception phase		Flood protocol of the International Sava River Basin Commission as a reference
Action output indicator Result 1.3: Number of IPA II beneficiaries that developed procedures for including EWS in FRMP and emergency response plans	will be determined in the inception phase		7
Action output indicator Result 2.1: Number of developed action plans/guidelines for developing national risk assessments and/or improved national risk assessments, risk management plans and risk management capabilities for forest fires	will be determined in the inception phase		Compliance with the Art 5 and 6 of the Union Civil Protection Mechanism legislation and EU on Risk Assessment and Mapping guidelines and good EU Member States practices
Action output indicator Result 2.1: Developed regionally harmonised methodology	0		1

for risk assessments for forest fires			
Action output indicator Result 2.2: Developed/improved firefighting training curriculum applicable to all beneficiaries	0		1 (based on good practices of MS)
Action output indicator Result 2.2: Number of developed, equipped and trained Ground Forest Firefighting modules	will be determined in the inception phase		7
Action output indicator Result 2.3: Number of developed/improved protocols for Host Nation Support and cross border arrangements for forest fires	will be determined in the inception phase		In line with the EU guidelines on Host Nation support and good practices of the Member States
Action output indicator Result 2.4: Number of organised table top and field exercises related to forest fires	0		2+2

5. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

The Sendai Framework for Disaster Risk Reduction emphasizes also the role of vulnerable groups (including women, children, youth, older persons or persons with disabilities) and advocates for resilient communities and an inclusive and all-of-society approach to disaster risk management. To this effect, awareness and understanding of the different needs of various groups in society as well as cultural specificities and differences should also be taken into account. Women, in particular in civil society, have a key role to play in the disaster prevention and response. Efforts will be made to promote strong participation of women in the programme.

EQUAL OPPORTUNITIES

The principle of equal opportunities should be taken into account when designing the terms of reference and evaluating the quality of the applications. Specific attention will be paid to this dimension when determining who will benefit from capacity building activities, training events, exchange of experts etc.

MINORITIES AND VULNERABLE GROUPS

The Sendai Framework for Disaster Risk Reduction emphasizes also the role of vulnerable groups (including women, children, youth, older persons or persons with disabilities) and advocates for resilient communities and an inclusive and all-of-society approach to disaster risk management. To this effect, awareness and understanding of the different needs of various groups in society as well as cultural specificities and differences should also be taken into account. Particular attention should be paid to ensure inclusivity of the marginalised and those in vulnerable situations.

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

Some NGOs and civil society are engaged in promoting public awareness to risks and preparing communities and volunteers for disaster response actions. Their capacities (as the ones of Red Cross and fire fighting associations, for example) are part of the central system for disaster preparedness and response. Firefighting associations (professional and voluntary) could be directly involved in the implementation of the action.

The NGOs and civil society could also promote and further distribute the results of this action Programme at local level.

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

The part of the action on flood risk management directly relates to the requirements under the Floods Directive, which requires Member States to elaborate Flood Risk Management Plans every 6 years.

Increasing resilience to floods and forest fires also supports policies on natural resource management, land management, agriculture and rural development by protecting the environment and the people who inhabit it.

The impact of natural and man-made disasters on the natural environment is evident. Therefore, environmental sustainability is considered to be a main objective rather than a cross-cutting issue. Climate change adaptation will be factored into the project, as it has repercussions on the frequency and scale of natural disasters.

The Sendai framework also stresses the importance of mainstreaming Disaster Risk Reduction into all policies and sectors as well as the preservation of ecosystem functions that help to reduce risks and integrated environmental and natural resource management approaches that incorporate disaster risk reduction.

Climate action relevant budget allocation: EUR 2 million
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6. SUSTAINABILITY

As future EU MS, the IPA II beneficiaries will have to transpose the Floods Directive in their legislation, therefore they have a strong incentive to continue activities related to flood prevention after the end of the action.

IPA II beneficiaries can become Participating States of the Union Civil Protection Mechanism which is a driving force for them to comply with the requirements of the Union Civil Protection Mechanism legislation.²² It increases the ownership of the results produced during the action.

The IPA II beneficiaries will have to comply with the requirements of the EU civil protection legislation and provide the European Commission with updates on their national risk assessments and risk management capabilities every 3 years. This will ensure a continuity of the action and will be an incentive for further improvements.

A lot of work was done already with the two previous IPA Programmes, IPA Floods and IPA DRAM, where interinstitutional working groups and arrangements/procedures for interinstitutional cooperation were put in place. It will facilitate implementation of this action.

Beneficiaries will have to be in a position to request, send and receive international assistance via the, Emergency Response Coordination Centre (ERCC) in line with the the Union Civil Protection Mechanism procedures and the EU Guidelines on Host Nation Support.

Some regional initiatives could be seen as possible driving force for continuation of the action at the regional level after the end of the action.

²² North Macedonia, Serbia, Montenegro and Turkey are already Participating States

7. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the action. The implementation of the communication activities shall be funded from the amounts allocated to the action.

All necessary measures will be taken to publicise the fact that the action has received funding from the EU in line with the EU communication and visibility requirements in force. All stakeholders and implementing partners shall ensure the visibility of EU Financial assistance provided through IPA II throughout all phases of the programme cycle.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process as well as the benefits of the action for the general public. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds.

Visibility and communication aspects shall be complementary to the activities implemented by the Directorate-General for Neighbourhood and Enlargement Negotiations and the EU Delegations in the field. The European Commission and the EU Delegations shall be fully informed of the planning and implementation of the specific visibility and communication activities.

The grant beneficiary will develop a communication and visibility plan that will be based on an agreed communication narrative and master messages customised for the different target audiences (stakeholders, business community, civil society, general public, etc.).

The key tools of information and communication:

- Dedicated website of the action
- Media – press releases when necessary, press events, Facebook
- Events – workshops, seminars, conferences, project presentations at other regional events
- Publications – newsletters, brochures, leaflets, project information sheets, reports, studies, programme presentation summaries
- Public surveys in the IPA II beneficiaries on awareness about the programme and its objectives and donors, as relevant.

All the deliverables to be published / issued required prior approval by the Contracting Authority.