

1. **ANNEX 3: ACTION FICHE FOR ENPI REGIONAL EAST ACTION PROGRAMME 2009 IDENTIFICATION**

Title/Number	Programme for the Prevention, Preparedness and Response to Natural and Man-Made Disasters (PPRD-East) CRIS: 2008/020-528	
Total cost	EC contribution: € 6 M	
Method of implementation	Project approach – centralised direct management	
DAC-code	72010	Sector: Disaster Prevention and Preparedness

2. **RATIONALE**

2.1. **Sector context**

World-wide natural and technological disasters are on the rise, many of which have led to loss of lives, long-term injury (physical and psychological), and temporary/permanent displacement of inhabitants. These disasters can have dramatic negative effects on the economic growth potential of a country, when it does not actively promote the prevention, preparedness, mitigation and response to disasters within its economic and social planning and development.

Furthermore, in recent years it has become clear that climate change is a serious global threat, which demands an urgent response. In the well-known Stern Review: *The Economics of Climate Change*, the evidence gathered leads to a simple conclusion: the benefits of strong and early action far outweigh the economic costs of inaction. The need to improve hazard management is now recognized world-wide and incorporated in one of the UN's Millennium Development Goals.

The Eastern ENPI region in particular is exposed to several serious disasters which could critically undermine the region's efforts for sustainable development. For example, the Caucasus is highly vulnerable to floods, earthquakes, and landslides. **Armenia's** population is one of the most exposed in the world to earthquakes. **Azerbaijan** is also highly exposed to floods and earthquakes, and it lacks permanent institutional arrangements for mitigating risk and planning for disasters. The absence of flood monitoring and alert systems in **Georgia**, and the deterioration of infrastructure increases her vulnerability to floods and landslides. Floods and landslides cause estimated average annual economic losses of 300 million USD in the **Russian Federation** (about 700 towns are at risk from landslides). It is to be noted that Russia has a unified emergency response system, including training and emergency preparedness. However, measures for disaster planning and mitigation need upgrading, such as comprehensive flood management measures. Floods are the major risk in **Belarus** and **Ukraine**. Flood infrastructure in Ukraine is not always well maintained and the flooding of abandoned mines presents an important risk in this country. Conversion of wetlands to other uses has contributed to serious flood risks in Belarus, and her flood forecasting facilities need to be upgraded. Finally, the **Republic of Moldova** is vulnerable to a range of natural hazards, including landslides, floods and earthquakes, particularly in areas of high population density. A single department handles emergencies, but financial constraints have severely limited implementation or systematic approaches to detailed risk assessment, early warning, and mitigation measures.

The project aims to strengthen the capacities of ENPI East partner countries in terms of their prevention, mitigation, preparedness and response to these disasters (as well as others, such as CBRN, forest fires, marine and coastal pollution). The focus will be on the risks that are most relevant to the geographical region concerned, and on those risks that can be exacerbated as a result of climate change.

Moreover, in the **ENPI East Regional Programme (Strategy Paper 2007-2013)** climate change is identified as one of the important environmental challenges to be addressed. Building our Eastern neighbours' capacity in the prevention, preparedness and response to natural disasters as well as developing a more coordinated disaster response approach is a key aspect of adaptation to the effects of climate change

In line with the Commission communication of December 2008, the European Council of March 2009 welcomed the establishment of an ambitious Eastern Partnership as a specific Eastern dimension of the European Neighbourhood Policy, to promote stability and prosperity among the EU's Eastern partners and to accelerate reforms, legislative approximation and economic integration. It endorsed the launch of Flagship Initiatives in order to give momentum and concrete substance to the Partnership. This project to be financed in the present Action Programme will support the operation of the Eastern Partnership multilateral framework and advance the development of the Flagship Initiative bearing the same name.

2.2. Lessons learnt

The approach used for this program takes into account the lessons learned from the evaluation of similar programs implemented in other regions (in the Mediterranean and the Balkans for example). It therefore proposes to use a **multi-stakeholder approach** in order to build more coherence and transparency among disaster management efforts. It also intends to follow a demand-driven approach where activities proposed will be **based on a needs analysis**, and the assistance will be tailor-made in order to account for different capacity levels in the various countries covered by the program. In accordance with lessons learned from previous programmes, this program will concentrate not only on building capacity for disaster response but also on strengthening capacity for disaster **preparation, mitigation and prevention**. Furthermore, this program will also seek to draw the ENPI Neighbours progressively closer to the EU Mechanism of Civil Protection in order to build a more coherent disaster response strategy at international level and provide better and faster assistance to the population when a disaster strikes. A long-term goal of the program would be to prepare and conclude formal agreements on Civil Protection cooperation with certain countries that do not already have them in place.

2.3. Complementary actions

First of all, the program will be closely linked to the Civil Protection activities carried out (in EU and third countries) by **DG Environment** and more specifically with the EU Civil Protection Mechanism (and the Monitoring and Information Centre, MIC). In addition, the program will ensure synergies with the activities carried out by **DG ECHO**, which provides humanitarian assistance to disaster victims (general and emergency humanitarian aid, food aid, aid to refugees and displaced persons as well as disaster prevention and preparedness measures).

The program will also ensure complementarities/synergies with the actions implemented bilaterally by the EC Delegations, and under the various EC financial instruments. For example, with the initiatives implemented through the Instrument for Stability (IfS), and other activities implemented through the ENPI instrument such as the PPRD- South regional program and also the CBC Disaster Risk Reduction Initiative to support capacity building of the Western Balkan countries and Turkey, as well as the Civil Protection cooperation programme for the candidate and potential candidate countries.

The program will also ensure coordination with initiatives being implemented by other donor or International Organisations. In particular, activities will be coordinated with the **UN/ISDR** (International Strategy for Disasters Reduction) which is the focal point in the UN system to promote links and synergies with disaster reduction activities; with the **World Bank** activities (such as the WB and ISDR "**Global Facility for Disaster Reduction and Recovery**") which aims at reducing the impact of disasters caused by natural hazards on populations and their livelihoods; with the activities of the International Federation of the **Red Cross and Red Crescent Societies (IFRC)**; with the initiatives undertaken by the **Council of Europe**, and so on.

The program will also seek to contribute indirectly to the strengthening and implementation of activities under the **Hyogo Framework for Action**.

2.4. Donor coordination

Coherence with the Paris Declaration, EU Commitments on the aid effectiveness agenda, the European Consensus on Development, and the Backbone Strategy:

National ownership will be guaranteed: The Partner Countries (PC) will take an active role in the implementation of this program. They will be represented in the Steering Committee (with rotating EU and PC presidency), in the program management team (with a suitable mix of EU and PC experts involved in the project) and every effort will be made to ensure that PC take on the leading role whenever possible.

Alignment with local institutional and legal structures will also be guaranteed. The program will build on existing structures and initiatives whenever possible, rather than creating new ones.

Harmonisation of efforts will be ensured: The program will start with a review of all existing initiatives in the field of disaster response, in view of making all the appropriate linkages and synergies. Harmonisation will be ensured both internally (The internal Communication on Reinforcing the Union's Disaster Response Capacity Action Plan (11.07.2008) approved by the Secretary General contains a comprehensive list of EC actions in the field of disaster response) and externally (with the initiatives undertaken by other organisations such as the UN, World Bank, IFRC, and the Council of Europe). The program will seek to promote cross-fertilization among all existing activities in the field.

The program has been designed in accordance with the assessment and review of the principles of effective aid delivery, currently being carried out by EuropeAid (i.e. **Backbone Strategy**).

The Partner Countries have been involved in the first stages of the process, through informal consultations (either directly, as with Ukraine¹, or through the Delegations) and will be consulted formally in the following stages as well. They will be invited to comment on the ToRs for the program and they will be involved in the review and evaluation of the programs' results after it is completed.

It is to be noted that two new legal bases for European civil protection cooperation (the Civil Protection Financial Instrument and the recast of the Decision establishing a Community Civil Protection Mechanism) introduce the possibility of cooperation with third countries where agreements between these third countries and the EU so allow. The time is therefore right to initiate a strengthened cooperation not only among the Eastern ENPI partner countries (PCs), but also between the EU and the Eastern ENPI partner countries, in view of bringing them progressively closer to the European civil protection mechanism. Some of these countries (such as Russia and Ukraine) have recently signed Administrative Agreements with the EU in order to facilitate mutual assistance in case of emergencies, cooperate on disasters' assessment and strengthening cooperation on civil protection capacities (the latest of these AA was signed by the Ukrainian Ministry of Emergencies and the EC on December 8th, 2008).

3. DESCRIPTION

3.1. Objectives

Objectives:

The **overall objective** is to contribute to the peace, stability, security and prosperity of the Eastern ENPI region and to protect the environment, the population, the cultural heritage, the resources and the infrastructures of the region by strengthening the countries' resilience, preparedness and response to man-made and natural disasters.

¹This project was presented and discussed in December 08 during a meeting between Minister Shandra, of the Ukrainian Ministry of Emergencies and EuropeAid.

Purpose:

The **project purpose** is to develop and reinforce the capacity for disaster prevention, mitigation, preparedness and response in the Eastern ENPI region by strengthening capacities at local, national and regional level, and developing an effective cooperation in this field between the EU and the Partner Countries and among the Partner Countries themselves, as an instrument of political and social stability.

3.2. Expected results and main activities

Expected results:

- 1) Better **knowledge** of risk exposure, preparedness and response capacities in the region
- 2) Strengthened **prevention and preparedness** mechanisms at local, national and regional level
- 3) Improved capacity for a coordinated, effective and efficient disaster **response**
- 4) Improved **information and awareness** of populations regarding risk exposure, prevention and response
- 5) Improved **coordination** between the Eastern ENPI Civil Protection Authorities and the EU Civil Protection Mechanism. A long-term goal of the program would be to conclude Administrative Agreements with certain countries (already concluded with Russia and Ukraine).

Indicative main activities to be implemented:

- carry out a review of existing resources and available mechanisms working on disaster prevention, mitigation, preparedness and response
- prepare a regional Risk Atlas
- organise training workshops, study visits and expert exchange programs tailor-made for the different types of stakeholders involved in disaster prevention, mitigation, preparedness and response on a variety of topics
- organise technical assistance missions on the basis of specific demands by the partner countries' authorities
- establish contact points in every national operational centre in view of creating a network of national correspondents and operational 24/7 contact points for sharing early warning information
- implement table-top and full-scale simulation exercises
- organize information and awareness-raising activities for targeted stakeholders and the general population
- organize special information sessions for Civil Protection Authorities in the partner countries concerning the EU CP Mechanism

These activities will be implemented using a multi-disciplinary approach and will focus on a number of different topics (for example, building codes and legislation, urban and land planning, early warning systems, host nation support, reinforcement of critical infrastructure, definition of safe areas, recovery strategies, emergency planning, developing a lessons-learned approach to risk management, etc) relating to disaster prevention, mitigation, preparedness and response, and to a number of different risks (as relevant to the area).

3.3. Risks and assumptions

The occurrence of a major disaster at the beginning of the implementation of the project may be an obstacle to its successful implementation since it would mobilise the very resources and structures of this program, in response to the urgent crisis. This might lead to delays in the implementation. The political situation in the Caucasus region may hamper the successful implementation of the project. Furthermore, experience has shown that cooperation on a topic as political as Civil Protection can sometimes be quite delicate. The program will only be successful if it succeeds in

fostering a climate of cooperation and transparent data sharing. As political commitment appears to be relatively strong, there are good reasons to believe that cooperation will be effective.

3.4. Crosscutting Issues

Good governance and human rights: Several civil society actors are involved in the field of disaster prevention and response. These actors will be closely associated in the program and encouraged to work in a participative and transparent manner, and to take into account the special needs of most vulnerable groups of people (women, children, disabled, elderly, destitute, or vulnerable because of their work/geographical location, etc).

Gender equality: Women have a key role to play in the disaster prevention and response. Efforts will be made to promote strong women's participation in the programme.

Environmental sustainability: The impact of disasters on the natural environment is evident. Therefore, environmental sustainability is considered to be a main objective rather than a cross-cutting issue. Strategic Environmental Assessments will be conducted as necessary.

3.5. Stakeholders

National Civil Protection Authorities are main stakeholders since they play a key role in disaster response. However, Civil Society Organisations (local and international NGOs, volunteer groups, community-based organisations, the private sector, etc), International and donor Organisations (the UN specialized agencies, the World Bank, etc), as well as key local and national actors (such as municipal authorities and relevant Ministries) also play vital roles in the field of disaster prevention, preparation, and response. These stakeholders will also be targeted by the program. Finally, the local population is the ultimate beneficiary of the program and the importance of community awareness and community involvement in preparation and mitigation activities is inestimable. Vulnerable population groups will be targeted more specifically.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

Direct centralised management

4.2. Procurement and grant award procedures

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

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the ENPI Regulation.

4.3. Budget and calendar

Total budget=EUR 6 M. The technical assistance will be provided through one or more service contracts. Launch of the Calls for Tenders: Last quarter of 2009.

Foreseen operational duration: 48 months

4.4. Performance monitoring

Objectively verifiable indicators (qualitative and quantitative) will have to be part of the methodology included in the technical proposal submitted for the programme.

Besides the regular follow up by the EC Delegations and Headquarters, monitoring missions (contracted by the EC) will ensure an external follow-up.

4.5. Evaluation and audit

Expenditure incurred will have to be certified, as part of the obligations of the contracted parties in the framework of the implementation of this project. Mid term and final evaluations of the results

achieved will be entrusted to independent consultants, as well as external audits (which will be carried out if necessary).

Evaluations and audits will be funded from other sources than the project budget, since no commitment will be possible once the validity of this Decision has expired ("N+1" rule will apply).

4.6. Communication and visibility

Special attention will be given to communication aspects.

A specific Communication and Awareness Raising Strategy will be defined and implemented as part of the project in order to ensure the visibility of the programme. The EuropeAid's ENPI Newsletter will also be used regularly and press releases will be prepared when appropriate.

Visibility and communication actions in the Partner Countries will also be carried out in collaboration with the Delegations, in line with the Communication and Visibility Manual for EU External Actions.

