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# Inception report

**Prevention, Preparedness and Response to natural and man-made disasters in Eastern Partnership countries – phase 3 (PPRD East 3)**

<b>Report title</b>	<b>Inception report</b> Prevention, Preparedness and Response to natural and man-made disasters in Eastern Neighbourhood Partner Countries – phase 3 (PPRD East 3)
<b>Date</b>	<b>17 February 2021</b>
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# Executive summary

## Background

This document provides the Inception report of the PPRD East 3 programme. The 3rd phase of the flagship initiative programme “Prevention, Preparedness and Response to natural and man-made disasters in Eastern Neighbourhood Partner Countries – phase 3 (PPRD East 3)”, was officially launched on 1st October 2020. The Inception report covers the 2021-2024 period and was developed during October 2020 – January 2021.

The PPRD East 3 programme is operational in Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine and builds upon the achievements of the two previous phases. The general objective of PPRD East 3 is to increase the resilience to natural and man-made disasters in the Eastern Neighbourhood Partner Countries and the following three specific objectives will guide the design and implementation of the programme:

- Build sustainable capabilities of Partner Countries' respective civil protection institutions for disaster risk prevention, preparedness and response to natural and man-made disasters.
- Strengthen interlinkages between all relevant governmental actors and civil society stakeholders as well as the scientific community, promoting a national inclusive approach to prevention, preparedness and response to natural and man-made disasters.
- Enhance regional coordination, institutional and operational cooperation between the Union Civil Protection Mechanism (UCPM) and the Eastern Neighbourhood Partner Countries and among Eastern Neighbourhood Partner Countries.

The main stakeholders in the partner countries are civil protection authorities as well as the key ministries and agencies, and various representatives from the scientific community, civil society and the private sector. The programme will also accelerate further the processes initiated at the regional level during the previous phases of the programme with the aim to strengthen coordination and collaboration among the partner countries as well as between EU and the partner countries. The programme will ensure that the cross-cutting issues, i.e. gender, environment and human rights perspectives, are integrated in the programme implementation to enhance its impact, sustainability and relevance.

The programme is implemented by a consortium of highly renowned organisations such as the Swedish Civil Contingencies Agency (MSB), the Emergency Services Academy Finland, the Ministry of Interior of the Slovak Republic – Section of Crisis

Management, the Centro Internazionale in Monitoraggio Ambientale (CIMA) and the Italian Red Cross (CRI).

### **Programme implementation model**

The programme designed in such a way to maximises its impact in each partner country by responding to the national needs and capacities, ensuring full ownership of its processes and its achievements by the national stakeholders. It is firmly based on the findings and recommendations of the PPRD East 2 final evaluation.

The programme is designed in three phases, i.e. inception, implementation, and closure phase. While the engagement of the PPRD East 3 in each partner country will be needs-driven, thematically the programme is designed around the eight tightly linked and mutually reinforcing Work Packages (WP):

#### *Work Package A: Capacity Development*

WP A will support all the other work packages in creating conducive environment for the successful realisations of the programme across all its thematic areas as well as in informing the programme implementation through rigorous assessment exercises planned at the beginning, half-way through, and at the end of the its implementation. The mainstreaming of gender, human rights and environment in programme activities is also part of the capacity development approach under WP A.

#### *Work Package B: Knowledge Transfer*

WP B will contribute to the enhancement of knowledge transfer two-sidedly between the EU and Eastern Neighbourhood Partner Countries and among the Eastern Neighbourhood Partner Countries.

#### *Work Package C: Emergency Preparedness*

WP C will strengthen Emergency Preparedness capabilities in the Eastern Neighbourhood Partner Countries with specific focus on strengthening response planning processes.

#### *Work Package D: Civil Protection Agency Development*

WP D will be exclusively focused on responding to the needs of each civil protection authority in the Eastern Neighbourhood Partner Countries to develop their strategic and operational capabilities. Specifically, the focus is on strengthening (a) 24/7 operational centres in the partner countries; (b) public awareness efforts, and (c) inter-institutional coordination to create synergies with the relevant on-going initiatives in the region and explore joint events, if justified.

*Work Package E: All of society-inclusive Civil Protection Development*

WP E will enrich and broaden the engagement of civil society and academia in disaster prevention, preparedness and response in the Eastern Neighbourhood Partner Countries.

*Work Package F: Regional Cooperation*

WP F will be primarily focused of cooperation and exchange of good practices, as well as mutual support among Eastern Neighbourhood Partner Countries and between and the Member States/Participating States of the Union Civil Protection Mechanism (UCPM).

*Work Package G: Early Warning Systems*

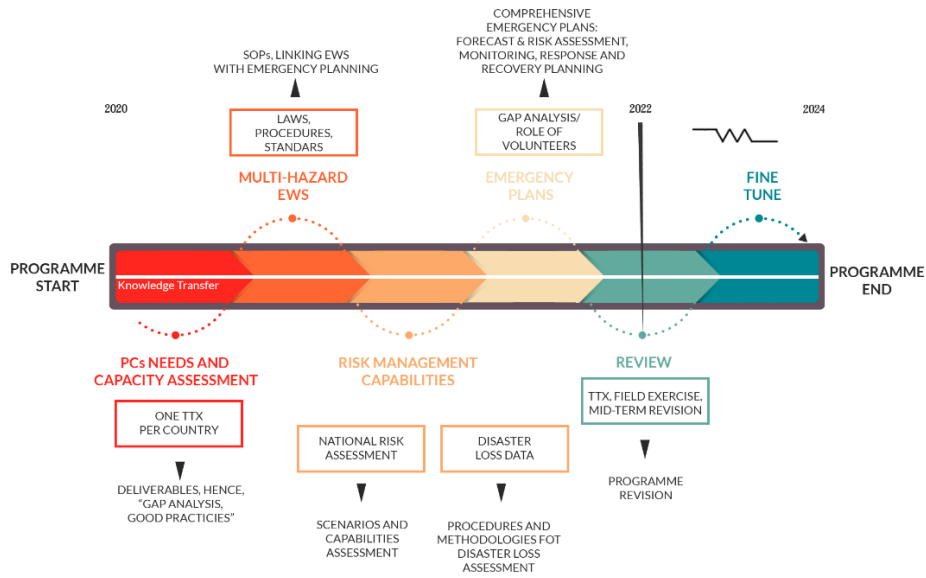
WP G will support National Civil Protection Agencies and stakeholders to strengthen and, where necessary, develop the basis for modern and functional Early Warning Systems (EWS).

*Work Package H: Risk Management Capabilities*

WP H will aim at developing stronger national analytical capabilities for national multi-risk assessments and further strengthening the national capabilities for disaster loss assessment.

Importantly, the work packages are designed to ensure close interlinkages across thematic areas and to promote mutual learning, sharing of experiences and the best practices among the partner countries. The exhibit below provides a visual illustration of the programme's implementation model with the focus to the time horizon till 2022 when the mid-term assessment of the programme results is envisaged. After the mid-term review, the programme implementation model will be updated maintaining the same logic of intervention while revising the type and level of operational engagement across each thematic area. The later will depend on the progress made in each partner country across those thematic areas.

### IMPLEMENTATION MODEL



**WP A**  
**CAPACITY DEVELOPMENT**  
 - Baseline analysis (TTX)  
 - M&E  
 - Exploitation of project results

**WP C**  
**EMERGENCY PREPAREDNESS**  
 - Transboundary emergency response plans  
 - National and local (municipal) emergency response plans  
 - Civil Protection system preparedness assessment

**WP E**  
**ALL OF SOCIETY CP**  
 - Volunteerism legal framework  
 - Inclusion of volunteers in CP system

**WP G**  
**EARLY WARNING SYSTEM WITH FOCUS ON FF AND FLOODS**  
 - Institutional/legal analysis on EWS support in EWS system buildinf (SOPs, legal codification, normative processes, etc.)  
 - Support of multi stakeholder / interagency coordination mechanisms for EWS (National, Local, Regional)  
 - Interoperability of different data sources  
 - Linking National EWS to EU EWS (EFIS/EFAS)  
 Inclusiveness of EWS elements into local emergency plans

**WP B**  
**KNOWLEDGE TRANSFER**  
 - Linking with EUCP Knowledge Network  
 - TOT  
 - National training  
 - EUCPM training  
 - Exchange of experts

**WP D**  
**CIVIL PROTECTION AGENCY DEVELOPMENT**  
 - Network of national correspondents (24/7) crisis management centres  
 - Awareness raising

**WP F**  
**REGIONAL COOPERATION**  
 - Regional knowledge transfer  
 - TTX  
 - EXE

**WP H**  
**RISK MANAGEMENT CAPACITIES**  
 - NRA (methodology, implementation)  
 - DLD (methodology, implementation)  
 - Using NRA and DLD in emergency planning  
 - Introducing multirisk dimensions with focus on health issues (pandemic)  
 - Risk assessment capability assessment



*Exhibit 1: Programme Implementation Model*

Monitoring and evaluation (M&E) system will be designed around the PPRD East 3 programme to inform the programme implementation with a focus on achieving tangible and sustainable results in each partner country. The M&E system focuses on three criteria: (i) *quality*, i.e. monitoring quality standards of programme activities and its outputs; (ii) *performance*, i.e. monitoring efficiency and effectiveness of the programme towards achievement of its expected outcomes; and (iii) *impact*, i.e. assessing the extend of the direct and indirect, positive and negative effects of the programme. The M&E processes will be further combined with a robust risk management system of the programme to ensure the programme is agile and responds to the existing and emerging risks across the context, institutional, and programmatic domains.

### **Inception Phase of the Programme**

The COVID-19 pandemic has presented a complex challenge the programme addressed in various ways during its inception phase. The programme team has extensively utilized digital solutions for communication and organization of online activities to ensure smooth inception of the programme. Also, the programme team re-conceptualized the activities planned for the inception phase and re-planned parts of the implementation phase. Hence, because of the travel restrictions, the thematic assessment missions were no longer possible during the inception phase. Instead, the next six months after the inception phase will be dedicated to the detailed assessment of the needs and capacities of the civil protection in each partner country. Based on the findings the action plan of the programme, its LFA matrix and the budget will be further fine-tuned accordingly.

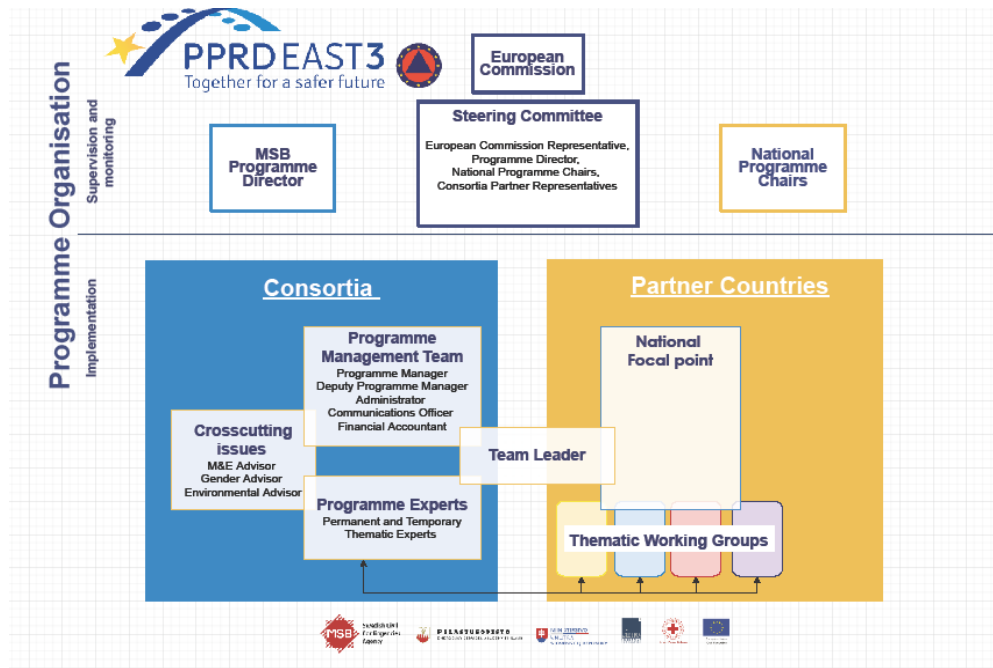
Acknowledging the long-lasting impact the Covid-19 crisis caused across the world and specifically in the Eastern Neighbourhood, the programme team will continue exploring the most optimal solutions to ensure smooth implementation of the programme.

### **Programme governance framework**

The programme governance framework includes several layers of strategic and operational decision-making as illustrated in exhibit 2 below. Hence, the Steering Committee (SC) is the strategic level of decision-making in the programme and includes representatives from each partner country, consortium members, and the EC. The expert team instead, in close coordination with the national working groups, is to shape and implement the programme at the operational level. In addition, the possibility of re-establishing National Advisory Groups in the partner countries will be investigated and if feasible, they will be established in each partner country to provide technical advisory services to the programme implementation at the national level. Efforts will be made to ensure the Working groups and the

National Advisory Groups sustain their functions beyond the programme implementation to continue supporting national civil protection system.

Each partner country has nominated one National Programme Chair to lead the programme at the national level, and National Focal Point to plan, coordinate, and facilitate the programme implementation at the national level.



*Exhibit 2: PPRD East 3 Governance framework*

### **Programme timeline**

The proposed timeline covers the high level activities under each work package across all four years of the programme implementation. However, the first year of the programme and specifically, the time allocated for the assessment exercise is detailed to a higher extent. The proposed timeline should be seen as tentative as it will be updated to reflect the findings from the assessment phase of the programme implementation.

### **Programme visibility and communication**

The visibility of the programme will be ensured according to the EU requirements for the visibility of the EU-funded programmes. During the inception phase a detailed visibility and communication plan is developed to define the programme graphical profile, reflect on the programme positioning on social media, and its website ([www.pprdeast3.eu](http://www.pprdeast3.eu)).



## Programme sustainability and exit strategies

The successful implementation and sustainability of the programme hinges on three pillars: (1) ownership amongst partner countries; (2) building on and developing existing capabilities; and (3) establishing good coordination and working modalities with the partner countries and the respective stakeholders as well as other existing external fora and platforms. The programme's overall sustainability could be seen through the prism of its *technical sustainability* to be achieved through local ownership, knowledge transfer and capacity development, and effective coordination and communication; its *governance sustainability* through strengthened governance mechanisms and the exploration of existing structures both at the national and regional levels; and its *financial sustainability* which, although ultimately is the responsibility of the individual PCs, will remain a point of dialogue aiming to mobilize necessary resources to maintain the programme's results.

The detailed exit strategy will be developed at the closure phase of the programme to ensure smooth exit of the programme from the PCs allowing national counterparts to sustain the programme results and build upon them. The exit strategy will be developed as a highly inclusive process ensuring sufficient engagement of all relevant/on-going initiatives in each PC with dual purpose: (a) to inform their implementation; and (b) to create new prospects for collaboration with the national civil protection system build on recommendations from the exit strategy. The latter will include the following components:

- The full analyses of the **programme achievements vis-à-vis benchmarks** as defined in the programme M&E framework in each PC;
- The **risk assessment** of the programme results for each PC. The focus is to explore the risks towards the sustainability of the programme results through exploring (i) the gaps towards expected outcomes, (ii) the impediments of the uptake of the results, (iii) the opportunities that might in contrary, facilitate the achievement of even stronger results.
- The set of **recommendations** to the PCs on the way forward to sustain and further improve the results achieved based on the lessons learned and risk assessment from each PC.

During the Closure Phase the programme will organize the Final Conference, which will be the final opportunity for identifying country specific and regional achievements and results, as well as to define some early ideas for the way forward for each PC and for the region after the PPRD East programme.

## TABLE OF CONTENTS

<b>INTRODUCTION.....</b>	<b>14</b>
<b>OVERVIEW OF INCEPTION PHASE.....</b>	<b>15</b>
<b>PARTNER COUNTRIES PRIORITIES .....</b>	<b>17</b>
Regional priorities .....	17
Countries priorities .....	21
Armenia .....	21
Azerbaijan .....	25
Belarus .....	27
Georgia.....	30
Moldova.....	34
Ukraine.....	38
<b>OVERVIEW OF THE IMPLEMENTATION STRATEGY .....</b>	<b>41</b>
Overall Strategy and Limitations .....	41
COVID-19 Implications and other Limitations for the Programme .....	46
Programme Governance.....	47
Work Package A: Capacity Development .....	48
Work package B: Knowledge Transfer .....	52
Work package C: Emergency Preparedness.....	55
Work package D: Civil Protection Agency Development .....	56
Work package E: All of Society Civil Protection.....	58
Work package F: Regional Cooperation .....	61
Work package G: Early Warning Systems.....	65
Work package H: Risk Management Capabilities.....	71
Summary of all WPs: the assessment phase .....	74
<b>MONITORING AND EVALUATION .....</b>	<b>76</b>
<b>CROSS CUTTING ISSUES .....</b>	<b>77</b>
Environment.....	78
Gender and Human Rights .....	80
<b>VISIBILITY AND COMMUNICATION.....</b>	<b>83</b>
<b>SUSTAINABILITY STRATEGY.....</b>	<b>84</b>
Summary of PPRD East 2 Final Evaluation.....	84
Sustainability and Exit Strategy.....	85
Approach to Sustainability .....	85
Approach to Exit Strategy .....	87
<b>RISK MANAGEMENT .....</b>	<b>88</b>

<b>ANNEXES .....</b>	<b>93</b>
Annex 1 Activity plan/timetable .....	93
Annex 2 Updated LFA matrix .....	93
Annex 3 M&E framework and plan .....	93
Annex 4 Gender and Human Rights assessment report .....	93
Annex 5 Environment assessment report .....	93
Annex 6 Road map to integrate CCI into the programme.....	93
Annex 7 Communication and visibility plan.....	93
Annex 8 Stakeholder mapping .....	93
Annex 9 TOR for Steering Committee .....	93
Annex 10 Summary of PPRD East 2 final evaluation .....	93
Annex 11 National Programme Chair and National Focal Point.....	93

<b>ABBREVIATIONS</b>	
<b>ARS</b>	Armenian Rescue Service
<b>BoO</b>	Base of Operations
<b>CBRN</b>	Chemical, Biological, Radiological, Nuclear
<b>CEB</b>	Central Executive Body
<b>CECIS</b>	Common Emergency Communication and Information System
<b>CIMA</b>	International Centre on Environmental Monitoring Research Foundation
<b>CP</b>	Civil Protection
<b>CRI</b>	Italian Red Cross
<b>DG</b>	Directorate General
<b>DG ECHO</b>	Directorate General for European Civil Protection and Humanitarian Aid Operations
<b>DL</b>	Disaster Loss Data
<b>DRA</b>	Disaster Risk Assessment
<b>DRM</b>	Disaster Risk Management
<b>DRR</b>	Disaster Risk Reduction
<b>EC</b>	European Commission
<b>EFAS</b>	European Flood Awareness System
<b>EFFIS</b>	European Forest Fire Information System
<b>EMS</b>	Emergency Management Service of Georgia
<b>ERRA</b>	Electronic Regional Risk Atlas
<b>ERCC</b>	Emergency Response Coordination Centre
<b>ESAF</b>	Emergency Services Academy of Finland
<b>EU</b>	European Union
<b>EU MS</b>	EU Member States
<b>EWEA</b>	Early Warning Early Action

<b>EWS</b>	Early Warning System
<b>FPC</b>	Final Planning Conference
<b>FSX</b>	Full Scale Exercise
<b>GIES</b>	General Inspectorate for Emergency Situations of the Ministry of Internal Affairs of the Republic of Moldova
<b>GIS</b>	Geographic information system
<b>GIZ</b>	German Society for International Cooperation
<b>HNS</b>	Host Nation Support
<b>IBF</b>	Impact-Based Forecasts
<b>ICRC</b>	International Committee of the Red Cross
<b>ICT</b>	Information, Communication and Telecommunication Technologies
<b>IFRC</b>	International Federation of Red Cross and Red Crescent Societies
<b>INSARAG</b>	International Search and Rescue Advisory Group
<b>IPC</b>	Initial Planning Conference
<b>JRC</b>	Joint Research Centre
<b>LFA</b>	Logical Framework Approach
<b>LL</b>	Lessons Learned
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MES (A)</b>	Ministry of Emergency Situations of the Republic of Armenia
<b>MES (RA)</b>	Ministry of Emergency Situations of the Republic of Azerbaijan
<b>MoD</b>	Ministry of Defence
<b>MPC</b>	Mid-term Planning Conference
<b>MSB</b>	Myndigheten för Samhällsskydd och Beredskap (Swedish Civil Contingencies Agency)
<b>NAG</b>	National Advisory Group(s)

<b>NKE</b>	Non-key Expert
<b>NPC</b>	National Programme Chair
<b>OPCW</b>	Organisation for the Prohibition of Chemical Weapons
<b>OSCE</b>	Organization for Security and Co-operation in Europe
<b>OSOCC</b>	On-Site Operations Coordination Centre
<b>PC</b>	Partner Countries (Eastern Neighbourhood)
<b>PPRD East 3</b>	Prevention, Preparedness and Response to natural and man-made disasters in Eastern Neighbourhood Partner Countries – phase 3
<b>PS</b>	States Participating in Union Civil Protection Mechanism
<b>R&amp;D</b>	Research and Development
<b>RDC</b>	Reception and Departure Centre
<b>R-TTX</b>	Regional Table-Top Exercise
<b>SESU</b>	The State Emergency Service of Ukraine
<b>SOPs</b>	Standard Operating Procedures
<b>SKR MV SR</b>	Ministry of Interior of the Slovak Republic – Section of Crisis Management
<b>TAM</b>	Technical Advisory Meetings
<b>ToR</b>	Terms of Reference
<b>TTX</b>	Table Top Exercise
<b>UCPM</b>	Union Civil Protection Mechanism
<b>UN</b>	United Nations
<b>UNDAC</b>	United Nations Disaster Assessment and Coordination
<b>UN OCHA</b>	United Nations Office for Coordination of Humanitarian Affairs
<b>WMO</b>	World Meteorological Organisation
<b>WP</b>	Work Package
<b>XVR</b>	Simulation Training Module

# Introduction

This document presents the inception report of the programme “Prevention, Preparedness and Response to natural and man-made disasters in Eastern Neighbourhood Partner Countries – phase 3 (PPRD East 3)”, following the previous two phases of this flagship initiative since 2010. The programme covers Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine as partner countries for the action. The 3<sup>rd</sup> phase of the programme was officially launched on 1<sup>st</sup> October 2020.

The implementing consortium consists of the Swedish Civil Contingencies Agency (MSB), the Emergency Services Academy Finland, the Ministry of Interior of the Slovak Republic – Section of Crisis Management, the Centro Internazionale in Monitoraggio Ambientale (CIMA) and the Italian Red Cross (CRI). The general objective of PPRD East 3 is to increase the resilience to natural and man-made disasters in the Eastern Neighbourhood Partner Countries. The following three specific objectives of PPRD East 3 guides the design and implementation of the programme:

- Build sustainable capabilities of Partner Countries' respective civil protection institutions for disaster risk prevention, preparedness and response to natural and man-made disasters.
- Strengthen interlinkages between all relevant governmental actors and civil society stakeholders as well as the scientific community, promoting a national inclusive approach to prevention, preparedness and response to natural and man-made disasters.
- Enhance regional coordination, institutional and operational cooperation between the Union Civil Protection Mechanism (UCPM) and the Eastern neighbourhood countries and among Eastern neighbourhood countries.

The main stakeholders in the partner countries are civil protection authorities and key ministries, other relevant public sector stakeholders, the scientific community, civil society and the private sector. Gender, environment and good governance and human rights perspectives shall be integrated in order to enhance programme impact, sustainability and relevance.

Due to the COVID-19 pandemic and the restrictions that have applied in the partner countries as well as the consortium partner countries it has not been possible to conduct the inception phase as originally planned. All activities have taken place digitally during the inception period. Due to these circumstances a full baseline, and a more detailed activity plan reflecting specific needs and priorities of the partner countries, will be developed during the first six months of the implementation phase. The assessment phase will allow defining the baseline and targets for the programme. Therefore, the tentative activity plan proposed under the inception report will be revised and updated as deemed necessary. Similarly, the logical

framework (LFA) of the programme will be revised to sharpen the baseline and targets of the programme indicators.

The remaining part of the inception report is structured along the following sections. The section on overview of inception phase describes the first 4 months and actions taken during the start-up phase of the programme. The next section presents the partner countries priorities and reflects on the regional priorities of the PPRD East 3 programme. It is followed by an overview of the programme's implementation model, explaining the rationale and approach to each work package of the programme. The following three sections introduce the programme approach to monitoring and evaluation (M&E), mainstreaming of environment and gender and human rights as well as visibility and communication and the sustainability strategy of the PPRD East 3. The section on sustainability strategy explains how the programme incorporates the findings of the final evaluation of the PPRD East 2 and details the programme exit strategy. It is followed with the risk analysis of the programme reflecting on institutional, contextual and programmatic risks. The report is complemented by several annexes on activity plan, LFA matrix, M&E framework, gender, human rights and environment assessment, roadmap how to integrate cross cutting issues into the programme, communication and visibility, stakeholder mapping, ToR for the steering committee, PC National Focal Points and National Programme Chairs and the summary of PPRD East 2 final evaluation.

## Overview of Inception Phase

The purpose of the inception phase, which covers 1<sup>st</sup> of October 2020 – 31<sup>st</sup> January 2021, is to carry out preliminary situational assessment in the partner countries to define their priorities and needs, and to shape the course of the programme implementation over the whole period of its implementation. The inception phase is completed with the submission of the programme inception report.

During the inception phase, the programme team established strategic and working relationships with the partner countries. Towards that end, two country meetings were organized with the purpose: (a) high-level introduction of the programme and learning from the PCs on their expectations; and (b) creation of an opportunity for the programme experts to interact on a deeper level with the national experts along the programme's thematic areas and sharpen the focus of the programme engagement in each PC. The latter has not yet been organized in Azerbaijan.

During the inception phase, efforts were made to create the governance mechanism around the PPRD East 3 programme. Specifically, the working groups (WG) were initiated in all PCs and will be finalized soon after the inception report. It is deemed necessary to set up WGs in each PC to facilitate their engagement in the programme along the following thematic areas:



(i) knowledge transfer, (ii) public awareness and communication, (iii) regional TTX and full-scale exercise, (iv) multi risk assessment, (v) early warning system and 24/7 operational centre, (vi) volunteerism, and emergency response planning. Further description on the WG is to be found under the WP A. Given that often the same people participate in different WGs, the optimization of the WGs will be discussed with each PC on individual basis.

An official launch of programme was held digitally on December 14<sup>th</sup> 2020 with representatives from all partner countries except Armenia due to technical issues, the EC, consortium partners and invited guests present. Besides the inauguration of the programme and the official speeches, the official launch also provided opportunity to reflect on the enabling factors for regional cooperation and sharing expectations of what might be defined as a ‘success’ of the PPRD East 3 programme.

A number of meetings took place with various other stakeholders, i.e. the Twinning projects in Armenia and Belarus, ERCC, StrengthVol regional programme, and others. The purpose was to start exploring the stakeholder landscape in the region and building synergies across various thematic areas covered by the PPRD East 3.

Meanwhile, intensive internal dialogue including all consortia members was organized to develop and fine-tune a shared strategy towards the implementation of the PPRD East 3 and ensure strong interlinkages between all work packages of the programme. A number of consortia and expert meetings were held towards this end.

Two workshops were organized for the expert team of the programme: (a) on cross cutting issues; and (b) on M&E. The purpose of the workshop on cross-cutting issues was to create a common understanding of the importance of gender, human rights, and environmental perspectives in the programme as well as to discuss how best they could be mainstreamed across the WPs. The M&E workshop focused on developing the capacities of the key experts related to M&E and to reflect on the outcomes, outputs, and indicators of the programme. As a result, the LFA matrix of the programme was further fine-tuned.

And last but not least, the EC has organized the presentation of the final evaluation of the PPRD East 2 programme to facilitate the learning from the previous phase and to ensure that PPRD East 3 is sufficiently based upon its predecessors.

# Partner Countries Priorities

## Regional priorities

The PPRD East 3 programme has a strong regional component that is translated in the activities of all work packages and has two dimensions: (i) cross-country dimension that is focused on interactions between the participating countries; and (b) European dimension meaning interactions between PCs and the European partners, specifically the Union Civil Protection Mechanism (UCPM). There is strong interest of all PC in the regional dimensions of the programme yet with different priorities. However, the programme is designed as a set of eight tightly linked work packages and even if a certain thematic area is not presented as a priority by an individual partner country all countries will still benefit from it through other WPs.

### Cross-country dimension

The priorities related to cross-country interactions vary from country to country and will be explored in more details during the upcoming 6-month assessment phase. However, already at this stage it was clear that there is interest from PCs to participate in all regional events, benefiting from the opportunities to be informed about and to learn from each other on all thematic areas of the programme. The summary of the cross-country regional priorities as initially discussed includes:

- **Regional trainings and workshops:** All partner countries expressed their interest in participating in regional training and workshops. Even in case that a PC is not interested in exploring a certain thematic area PPRD East 3, all countries remain committed to participating in regional events. For instance, Georgia is not interested in applying WP H: Risk Management Capabilities, they are however, interested in participating in regional events to contribute their experience and learn from the progress of the other PCs.
- **Full-scale exercise (FSX):** All partner countries express their strong interest in participating in the regional FSX and several ones have already expressed their willingness to host the one scheduled for 2022.
- **Trans-boundary response planning:** Some countries have mentioned their interest to explore trans-boundary response planning, for instance, on forest fires between Armenia and Georgia, or on flood management between Ukraine and Moldova, or on Chemical, Biological, Radioactive and Nuclear hazards (CBRN) between Belarus and Ukraine.
- **Knowledge hubs:** All partner countries have interests in all thematic areas targeted under the PPRD East 3 programme. Many of these thematic areas are already explored by the national civil protection authorities in the PCs

yet to various degrees. However, not all PCs consider it feasible to be fully involved in all thematic areas of the programme at this stage due to current capabilities and other on-going programmes. Therefore, there is an opinion in favour of exploring the possibilities of establishing ‘knowledge hubs’ on selected thematic priorities in the region. For instance, the establishment of the knowledge hub on national disaster risk assessment is a point in case. These knowledge hubs will allow for institutionalization of knowledge provided by the PPRD East 3 in the PCs and ensure long-term sustainability to serve existing and emerging needs in the PCs on the chosen thematic areas.

- **Tendering building upon PPRD East achievements:** Several PCs acknowledge the importance of gaining skills and strengthening cross-country partnerships for the purpose of benefiting from various civil protection related financial instruments at the EU level and beyond. This is one of the areas where PPRD East 3 support could allow for building long-term sustainability of its results by building skills and networks for further joint initiatives on civil protection in the region.
- **Host Nation Support (HNS):** All PCs have highly appreciated the progress and the achievements made on HNS during the PPRD East 2 and emphasized their willingness to continue this line of work towards further alignment and standardization across the region. For instance, Armenia, Azerbaijan and Ukraine explicitly mentioned this as a priority. The topic of HNS was not interpreted by the consortium as a strong feature for the programme based on the ToR shared for the programme but as this is a priority highlighted by several PCs the consortium will look into possibilities for possibly including this in a revised programme content.

#### **European dimension between EU MSs, UCPM, and PCs**

- **UCPM training courses:** All partner countries are interested in further benefiting from the UCPM expertise and participating in all relevant UCPM training courses. Given the long waiting list for all UCPM training courses and the priority given to the representatives from the EU member states (MSs), the opinion was raised to develop a stream of training courses specifically designed for the Eastern Neighbourhood (and in theory, also for Southern Neighbourhood) countries. Development of the Training Courses that fulfil the standards equivalent to those offered under the current and future UCPM training programme remains highly relevant for all PCs. Given the ongoing changes in the current UCPM Training programme, the opportunities will be raised to reflect the findings from the final evaluation of the PPRD East 2 on the training courses, focusing on the important of training of trainers (ToT), incorporation of the UCPM

training courses in the national curricula, promoting needs-based approach, etc.

- **UCPM-trained expert database:** The Eastern Neighbourhood Partner countries are not members of the UCPM and therefore, their experts cannot be mobilized for UCPM-led response operations. However, the expertise gained through participating in UCPM-led training events could be highly valuable when UCPM is activated for the response operations in the Eastern Neighbourhood. Therefore, it was suggested to create a database of UCPM-trained experts and explore operational linkages on how to mobilize those experts, if and when deemed necessary, for the regional response operations. The example of UN Disaster Assessment and Coordination (UNDAC) could be used to learn from.
- **UCPM-like response modules:** All countries in the region have strengths that they can offer to their partner countries from the region and beyond. Several PCs like Belarus have explicitly mentioned their readiness to support its neighbours, if necessary. The programme will further explore interest among the PCs on how a pool of national resources for response could be developed and if necessary and feasible, put into use for the regional response purposes.
- **Strengthening linkages with EU MSs and Union Civil Protection Knowledge Network:** Many PCs have expressed interest in exploring and strengthening linkages with different knowledge holders cooperating with the UCPM, meaning, experts, practitioners, policy-makers, researchers, trainers and volunteers at every stage of the disaster management cycle in the EU MSs and PS as well as the knowledge centres linked to the Knowledge Network.
- **Exchange of experts:** Learning-by-doing is proven to be one of the most effective adult learning strategies. Within the PPRD East 3 there is strong intention to create opportunities for on-job learning through the exchange of experts programme.

### **Conflict context in the region**

Internal and external tensions exist in some of the PPRD East 3 partner countries. This needs to be explicitly acknowledged and the interests of all parties must be respected when designing and implementing regional activities within the PPRD East 3. It is also important to emphasize throughout the whole programme that PPRD East 3 aims at building resilience to natural and man-made disasters. This is to say that the aim of PPRD East 3 programme of saving lives and livelihoods in all PCs goes beyond the immediate political agendas and aims at finding opportunities for cross-border response coordination if a disaster crosses a border. A 'disaster

diplomacy' as it is framed, suggests opening up a space for the operational interoperability between various parties also across the borders of conflict hotbeds. The PPRD East 3 will adhere to creating and maintaining such a space with due respect to the current and emerging interests of all partner countries.

### **Regional ongoing initiatives**

It is of great importance to ensure that complementarities are explored with other ongoing initiatives in the region to find synergies and avoid duplication. During the inception phase an initial mapping of initiatives and relevant connections have been made, however this will be a continued process during the implementation of the programme. Below are some of the ongoing important regional initiatives listed and under each country national initiatives are presented as well.

- **Strengthening Civil Protection Systems through Volunteer Capacities (StrengthVOL)**

Funded by DG ECHO and performed by the Red Cross Society; Austrian, Georgia, Armenian, Ukrainian Red Cross; State Emergency Service of Ukraine; Ministry of Emergency Situations of Armenia; Resilience Advisors Ltd (2020-2022). The StrengthVOL project's main outcome is to develop action plans for the increased deployability of volunteer teams in Armenia, Georgia and Ukraine.

- **Stronger Together**

The overall objective of the Action is to enhance the disaster risk management system with special focus on health emergencies in Georgia as well as Armenia through capacity building and establishing cross border cooperation mechanisms. The project was launched on 1 February 2021.

- **CBRN4 Centres of Excellence initiative**

Five Partner Countries - Armenia, Azerbaijan, Georgia, the Republic of Moldova and Ukraine - are part of the CBRN4 Centres of Excellence initiative funded by the Instrument contributing to Stability and Peace. Under this initiative, Partner countries are developing a CBRN National Action Plan (already completed in Georgia and Moldova). Large-scale regional CBRN Capacity building projects for a total of about EUR 5 million, are in different stages of implementation in the field of CBRN first response, CBRN forensics, CBRN Waste management.

- **UCPM Full Scale Exercise EU-CHEM-REACT-2**

Full-scale Exercise in Ukraine to take place in April 2021. Partners; International Centre for Chemical Safety and Security (ICCSS) – Poland, Lviv State University of Life Safety (LSULS) – Ukraine, General Inspectorate for Emergency Situation of Moldova, Ministry of Interior of

Czech Republic, Fire and Rescue Department under the Ministry of Interior of Lithuania, University of Civil Protection of Belarus

- **Developing Union Civil Protection Knowledge Network partnership among EU, European Neighbourhood Policy countries and international organisations (NET-CBRN-REACT)**

Newly launched project under the Union Civil Protection Knowledge Network. Time frame 2021-2022. Consortia partners are Poland (lead), Jordan, Germany, Sweden, Lithuania, Belarus, Ukraine and Moldova.

## Countries priorities

In the following section each partner country will be presented from the perspective of current status, priorities and other ongoing initiatives in the country. This section should not be seen as an in-depth analysis of each country but more as an overall description of where the countries were by the end of PPRD East 2 and how each country prefers to move forward based on the initial dialogues held during the inception phase of PPRD East 3. Key recommendations and some of the success factors from the last phase will be presented, followed by the current priorities introduced by the civil protection authorities in the countries. During the upcoming assessment phase a thorough gaps analysis will define the baseline and targets for the programme as such and the way forward for each partner country in relation to the offered WP in PPRD East 3. It is worth noting that there was a certain variation of depth and substance in the inception phase dialogue between PCs and the PPRD East 3 Consortium which is reflected in the presentations below.

## Armenia

In Armenia the main institution in charge of civil protection (as well disaster risk reduction) is the Ministry of Emergency Situations (MES). In 2008, the Ministry of Emergency Situations was established. The Ministry includes the Armenian Rescue Service (ARS), National Service of Seismic Protection, Hydro meteorological Service, State Reserves Agency and National Centre of Technical Safety. Both MES and ARS coordinate and supervise population protection activities in the field of civil protection. Each ministry or department involved in the system of civil protection, implements the civil protection policy in its own field. The MES is responsible for the current state of the country's preparedness and provides prospective development policy in the field of civil protection.

### **Current status and recommendations from PPRD East 2**

During PPRD East 2 Armenia was involved in all thematic areas provided during the programme. One of the highlighted results from the programme made by MES

was the positive experience from HNS related activities. The development of a new HNS legislation in Armenia has been crucial to MES, however the draft HNS regulations and SOPs are not officially approved yet due to the current reconstruction of the civil protection law. One important measure taken in regards to Volunteerism is the Governmental Decree “Procedure and amount of State Compensation to Volunteer Rescuers for Leaving for Emergency Scene for a Term of up to 15 Business Days within a Calendar Year” adopted in Armenia in 2018. However further legislation needs to be in place to reach full effect, also mentioned under recommendations from the PPRD East 2 final report. MES stated that the component of Awareness Raising about Disasters had limited progress during the second phase, but MES would like to continue the work. During PPRD East 2 the “Provisions of the crisis communication and public awareness strategy in emergency situations” was drafted but is not yet approved. A commission on assessing the damage from emergencies exists in Armenia. The previous phase supported the development and adjustment of the legislation through a policy brief and a conceptual design for a functioning system, together with a World Bank project. This design is not yet finalized.

Positive experiences from the second phase also mentioned by MES was the Advisory Group with its inter-institutional composition. A highly appreciated platform for national disaster risk management stakeholders to meet and discuss common challenges and MES expressed their willingness to continue that collaboration.

The recommendations to Armenia from the final report of PPRD East 2 are presented below.

- Align the national legislation to the EU Floods Directive based on the policy brief developed by PPRD East 2.
- Revise the National Disaster Risk Reduction Strategy and the national legal framework to reflect the requirements of the EU Risk Assessment and Mapping Guidelines for Disaster Management. In particular, define key national disaster risks and specific institutional roles and responsibilities for each disaster risk as a first step in developing national DRA guidelines.
- Continue developing a disaster loss data collection form based on the recommendations provided by PPRD East 2, and use them to amend the current national legislation and align it with the Sendai framework reporting requirements. Adopt a conceptual schema for the functioning of the disaster loss data collection system (developed by PPRD East 2 in cooperation with the World Bank funded project “Improving Post-Disaster Damage Data Collection to Inform Decision Making”).
- Further foster the use of ERRA by re-installing the second node in the Institute of Geological Sciences of the National Academy of Sciences, by

regularly updating the ERRA content, and by disseminating the usefulness of the ERRA system to the national DRM stakeholders other than the Ministry of Emergency Situations.

- Use every opportunity to let the national INSARAG certified USAR team participate in international exercises, roll-out national workshops on coordination of international emergency response to the regional level and invest in improving the rescue teams' training facilities.
- When the draft Governmental Decree “On Approving the Procedure for Arranging Civil Protection and Disaster Management in Emergencies“ and the draft “Standard Operating Procedures for Republic of Armenia Commission, LEMA and HNS team” are adopted, appoint HNS liaison officers, and develop (and implement) a training programme for the HNS country team and the HNS liaison officers.
- Establish the inter-institutional working group for raising awareness about disasters with an objective to develop the national communication strategy for raising awareness about disasters (and the respective action plan).
- Finalise and adopt the draft “Law on Volunteer Activities and Volunteer Work” and the draft “Law of rescue forces and rescuer status”.

### **Priorities**

MES welcomes the 3<sup>rd</sup> phase of the PPRD East programme and express their full support and commitment to participate across all WPs of the programme. As already mention the success of the HNS component of the 2<sup>nd</sup> round is given particular emphasis while also noting several gaps remaining that they are hoping to complete within the 3<sup>rd</sup> phase.

More specifically the following aspects are highlighted with regards to the WP offered in PPRD East 3:

- **National Risk Assessment and Disaster Loss Assessment**
  - This is an area very interesting for MES, especially with regards to linking to disaster risk financing and exploring various risk financing instruments including insurance.
- **Response Planning**
  - Specifically transboundary response planning for the case of forest fires between Armenia and Georgia is interesting for MES.
- **UCPM**
  - MES is interested in further strengthening their operational relationships with UCPM. Special focus was made on possibility of



utilizing UCPM-certified experts in case of any disaster response in the region. There is strong interest in continuing UCPM training courses.

- **Early Warning System**
  - This field of work is interesting for the MES however the gaps analysis during TTX baseline will be important deciding the way forward for MES.
- **Volunteerism**
  - It remains a priority for MES however, there are already two other projects going on with similar focus and therefore there is a need to discuss and define if and how PPRD East 3 can add value. The main issue for volunteerism remains the absence of relevant legislation, as mentioned above.
- **Host Nation Support**
  - Armenia would like to continue the work with HNS. When legislation is in place testing and to exercises practical implementation is needed.
- **Public awareness**
  - MES is interested in continue the work on public awareness and further input will be gathered during the assessment phase.

National Risk Assessment and Disaster Loss Assessment will be covered under WP H (Risk Management Capabilities) in the programme. Response Planning is the focus for WP C (Emergency Preparedness) which will also cover the aspect of Transboundary Response Planning where Armenia and Georgia are interesting cases to work with. Under WP B (Knowledge Transfer) Armenia's request to strengthen its relationship to UCPM is covered but further assessment on how to incorporate training capabilities within the national system will be important. WP G (Early Warning Systems) will support MES to strengthen and develop basis for modern and functional ESW based on the TTX baseline. The topic of volunteerism is covered under WP E (All off society-inclusive civil protection) and connections with the other ongoing initiatives on volunteerism in the country has been established. WP D (Civil Protection Agency Development) will focus on public awareness and thereby cover the request from MES to continue that work.

MES highlighted a critical point with regards to the upcoming TTX during the assessment phase, which it will be challenging to ensure the full attention of MES experts without disruption by daily routine work. It is therefore suggested that the team be "isolated" during the TTX allowing full focus and maximum output from the event.

## **Other ongoing initiatives**

Two important initiatives to mention in Armenia are the Twinning project “Enhancing the civil protection in Armenia” and StrengthVol, both with components focusing on Volunteerism. Below follows a short description of the Twinning project, StrengthVol is described under the Regional Priority section since that programme involves several partner countries.

- **Enhancing the Civil Protection in Armenia**

The project consists of three components: legal framework, civil protection, and improvement of the HR system within civil protection. The objective is to make civil protection in Armenia more efficient. The project is carried out in cooperation with the Fire and Rescue Department in Lithuania, and the target group is the Ministry of Emergency Situations/Armenian Rescue Services. The program started during the autumn of 2020 and will run for two years.

## **Azerbaijan**

The Ministry of Emergency Situations of the Republic of Azerbaijan (MES) is a central executive body working with different areas related to disaster prevention, preparedness and response. The Ministry is responsible for arranging and implementing civil defence functions, protecting population in case of emergency situations and fires, preventing emergency situations and managing their consequences, safeguarding human lives in water areas, monitoring technical safety of industrial activities, mining and construction works, establishing the state reserve stocks (funds), securing strategic facilities affected by natural and anthropogenic disasters or terrorist attacks, as well as providing prompt response and administering humanitarian assistance in cases of emergency situations.

The ministry drafts and implements government policies as well as conducts inspections and control within its scope of work. Within the disaster management system of Azerbaijan the MES provides coordination with national and local executive authorities in the fields of civil defence, protection of population and property from emergency situations, fire security, individual security in water areas, as well as in prevention of emergency situations and consequence management.

There is limited information available about Azerbaijan since the programme has only been able to hold an introductory meeting with MES as the political decision about Azerbaijan’s possible planned engagement and involvement in PPRD East 3 is still pending at the time of writing the inception report.

## **Current status and recommendations from PPRD East 2**

During the participation of PPRD East phase 2 Azerbaijan has focused on flood risk management, HNS, development of ERRAs as well as participation in the

training and exercise programme. A policy brief and inter-institutional working group was developed for flood risk management and the Water Code and the State programme for prevention of floods and mudflows was reviewed by the programme. Under the HNS component feedback was provided on the draft “Organization of Activities in HNS of the Country Receiving Assistance during Emergencies” document developed by MES, a national TTX was held and an inter-institutional working group for HNS was established.

The recommendations to Azerbaijan from the final report of PPRD East 2 are presented below.

- Align the national legislation to the EU Floods Directive based on the policy brief developed by PPRD East 2 and develop the new *State Programme for prevention of floods and mudflows on the territory of the Republic of Azerbaijan* based on PPRD East 2 recommendations. inter-institutional DRA working group should define and adopt the timelines for the implementation of the adopted DRA action plan. Defining the key national disaster risks should be the first implementation step, followed by the amendment of the national legal framework to reflect requirements of the EU Risk Assessment and Mapping Guidelines for Disaster Management.
- Enhance the use of ERRA by connecting the national ERRA installation with the real time information and/or with the early warning system, and by installing the second ERRA node in the Institute of Geography.
- Complete the efforts to obtain INSARAG certification of the USAR team. Ensure that CBRN training and equipment is maintained at high level, and not only centrally but also in the regions. Roll-out national workshops on coordination of international emergency response to the regional level.
- Follow the adoption of the draft “Rules on provision of Host Nation Support in emergency situations” with the development and adoption of the HNS standard operating procedures, appointment of the HNS liaison officers, and with the development and implementation of the training programme for the HNS country team and the HNS liaison officers.
- Establish an inter-institutional working group for raising awareness about disasters to develop the national communication strategy for raising awareness about disasters (and the respective action plan for its implantation).
- Establish an inter-institutional working group for civil protection volunteerism to develop and adopt a legal and institutional civil protection volunteerism framework.

The lessons learnt highlighted from PPRD East 2 include the need to have a tailor-made approach to trainings and ensuring clear description of target groups to

facilitate for targeting and selection of participants. MES wishes to continue the working groups established previously under PPRD East phases as they have been valuable for inter-institutional coordination and exchange with other stakeholders.

### **Priorities**

The Ministry of Emergency Situations of the Republic of Azerbaijan has highlighted the following priorities for the coming years as part of the PPRD East 3 programme.

- Host Nation Support
- Risk management with a special focus on Flood Risk Management
- Disaster Risk Assessment
- Enhancing cooperation with civil society (there are ongoing initiatives also in this field)

The priorities highlighted from MES are mainly related to WP H (Risk Management Capabilities) for strengthening capabilities related to flood- and disaster risk assessment and WP E (All-off society inclusive civil protection) for strengthening the cooperation with civil society.

### **Other ongoing initiatives**

MES has international cooperation agreements established with a number of countries and international organisations. No other information has been provided by Azerbaijan at the time of writing.

## **Belarus**

In the Republic of Belarus, the main powers and authority in the field of civil protection and DRM activities are centralized. At national level, the Government through the Ministry for Emergency Situations (hereafter, the MES) implements the system for emergency preparedness and response. MES is the central governmental authority for prevention of and response to natural and man-made emergencies, as well as fires, industrial, nuclear and radiation safety issues, the Chernobyl disaster damage control, the creation and preservation of state and material assets of the mobilization reserve. The MES operates on three levels: national, regional and district.

### **Current status and recommendations from PPRD East 2**

During PPRD East 2 Belarus prioritised the following thematic topics offered in the programme; Electronic Regional Risk Atlas, Civil Protection Capacity Building, Host Nation Support, Raising awareness about disasters and Civil Protection

Volunteerism. Host Nation Support (HNS) is one of the components during the previous phase that Belarus raised as positive examples with important and successful results. In Belarus HNS SOP's were developed and there is a willingness to continue the work and to finalize the Regulations on the Procedure for the Provision of Host Nation Support by the Republic of Belarus during Emergencies.

Civil Protection Volunteerism is another area MES Belarus lifted as successful area of achievements during PPRD East 2. As a result of the activities that took place, a new law on Civil Protection Volunteerism was drafted and adopted in November 2019. Activities within the scope of Raising Awareness about Disasters was also valuable according to MES. An initial draft on a national communication strategy was developed, however MES preferred to continue to work on a more practical plan for implementation in their own ministry. During the assessment phase this will be discussed further to see if/how PPRD East 3 can support the process continuously.

Other important results emphasised by MES was the increased cooperation between partner countries in the region and with UCPM. This part is also reflected in the priorities made by MES for PPRD East 3 as stated in the section Priorities.

The following were the recommendations from the PPRD East 2 final report to Belarus.

- Develop national DRA guidelines reflecting the requirements of the EU Risk Assessment and Mapping Guidelines for Disaster Management before developing a national DRR strategy in order to make the strategy concrete, holistic, efficient and its' results measurable.
- Improve the IT capacity to manage the ERRA system, and integrate the ERRA system with other institutional portals to disseminate risk information in the country.
- Maintain the very high standard of trainings and equipment, and organise international trainings and exercises involving UCPM Participating States at the Institute for retraining and professional development of the Civil Protection University of the Ministry of Emergency Situations in order to foster cooperation and to inspire other countries to develop similar arrangements.
- Adopt the draft "Regulations on the procedures for the provision of Host Nation Support by the Republic of Belarus during emergencies", develop and adopt HNS standard operating procedures, appoint HNS liaison officers, and develop and implement a training programme for the HNS country team and the HNS liaison officers.
- Finalise the development of the national communication strategy for raising awareness about disasters, including the action plan for the strategy implementation.

- Adopt the amended Law on Fire Safety and the Resolution of the Government, and thus introduce new volunteer fire-fighting units in Belarus. Develop and adopt the consequent Resolution of the Minister of Emergency Situations to elaborate the concept of the volunteer fire-fighting units in more details.

### **Priorities**

Belarus has clear priorities for the continued improvement of MES capability. The following areas are prioritised;

- Nuclear and Radiation Safety.
  - Studying best practices in EU and partner countries.
  - Focus on exchange of experience on preparedness.
  - Training of experts for National Contact Points.
- Practical operation of Union Civil Protection Mechanism (UCPM).
  - Professional cooperation in the framework of UCPM activities (Field exercise, trainings, workshops etc.).
- Development of National Disaster Response Modules.
  - Focus on response modules as a pool of resources to be mobilized for national, regional and international (EU dimension) response operations; e.g. rescue teams.
  - Cooperation and assistance in establishment of an active mechanism with focus on interaction on transboundary territories.
- Monitoring and Early Warning System.
  - Multi-hazard approach - monitoring floods, space monitoring, data management, data exchange. Develop a more strategic approach.

The priorities made by MES Belarus will to a large extent be covered within the work packages presented in PPRD East 3. For instance the development and improvement of Early Warning Systems would be covered with in WP G - Early warning systems, which aims at both improving multi-hazard warning systems in itself but also strengthening institutional and legal framework on disaster risk management and prevention in the partner countries. Cooperation with UCPM and maintaining a high standard of trainings and competence within MES, would very much connect to WP B – knowledge transfer. Some of the expected outcomes of this work package include increased participation of partner countries in UCPM activities as well as increased participation in regional and international trainings and exercises. Also, the training of trainer’s course that will take place within this work package will strengthen capacities to plan and deliver trainings within the Civil Protection University of MES.

To develop National Disaster Response Modules in Belarus the knowledge and equipment budget provided under work package B as well as the opportunity for

regional exercises under work package F would also be valuable for MES. Nuclear and Radiation Safety is not specifically mentioned as an area covered in the work packages within PPRD East 3. However, based on the type of activities suggested by MES it is foreseen that this can be covered under WP F Regional cooperation and the exchange of experts programme.

### **Other ongoing initiatives**

International cooperation is important to Belarus and MES has signed more than 50 international cooperation agreements. Some of the international organisations MES has ongoing cooperation projects with except EU are UN, OPCW, OSCE, INSARAG and ICRC to mention a few.

One ongoing project which deserves mentioning due to its close linkages with PPRD East 3 is the Twinning Project: Strengthening the Ministry of Emergency Situations of Belarus. The overall objective is to strengthen the capacities of MES to effectively address existing and emerging disaster risks in Belarus. This Twinning project is expected to improve civil protection and disaster risk management services of MES by applying best practices from the EU Member States in implementation of the EU Civil Protection Mechanism. The components addressed in this project is Legislative and Regulatory Framework, Disaster Risk Assessment, Disaster Information and Data Management and Disaster Preparedness and Response. There have been initial dialogues between the Twinning project and PPRD East 3 to make sure not to overlap activities during programme implementation.

## **Georgia**

In Georgia, the Emergency Management Service (EMS) is part of the Ministry of Internal Affairs as a state subordinate entity. EMS responsibilities covers prevention, preparedness and response to emergencies, as well as recovery activities in the affected areas. Implementation of the national civil protection plan is also part of EMS mandate. EMS acts as a coordinating body in the civil protection system with an important function to create a permanent and resistant coordination between state and local governments.

### **Current status and recommendations from PPRD East 2**

From the thematic topics offered during PPRD East 2 Georgia prioritized all of them except Raising Awareness about Disasters and Civil Protection Volunteerism. These are however topics that Georgia now see as priorities for the third phase of the programme, presented in the section below. Two results from PPRD East 2 highlighted by EMS are the adoption of “Rules of Organization of Host Nation Support Activities in Civil Protection Field”, which is now in line with the EU HNS

Guidelines and the fact the EMS now has an administrative arrangement with the DG ECHO on disaster risk management. As Georgia had a disaster risk reduction strategy in place, PPRD East 2 was used to review a methodology and related procedures for preparing a disaster risk assessment. Further, a review of a draft water code and developing a methodology for a preliminary FRM was done and during the second phase Georgia became part of the European Flood Awareness System (EFAS). A working group on Disaster Loss Data was created which worked on agreed hazard classification in the country. A loss assessment methodology developed by UNDP will now be implemented through the UNDP Green Climate Fund Programme.

Currently EMS has identified three overall areas where they see further improvement are needed within the organisation;

**Modernisation of infrastructure.** Outdated infrastructure is a big problem and many of the rescue stations in the country are in need of reconstruction. A specific goal is to build a Crisis Management Center in Western Georgia.

**Renewal of special technics/equipment.** Some of the challenges EMS are facing at the moment are out-dated firefighting-rescue trucks and equipment, especially in municipalities where most equipment are manufactured during the Soviet period. To provide all fire-fighters and rescuers with the equipment according to the European standards is a high priority for EMS. Well trained rescue dogs is another component that would improve the rescue service in Georgia according to EMS.

**Technological development.** The country also suffers from low level of technological development where there is no fully functioning unified system of communication. Here the establishment of a digital radio communication system, tools for automated systemic analysis of statistical data and early warning and fire monitoring systems are identified as important steps for the technological development in the country.

The identified areas of improvement are also to be found in some of the recommendations from PPRD East 2. In the final report it is ascertained that Georgia for instance is lagging behind in regards to training and equipment of rescue personnel including fire-fighters.

Below are the recommendations from the PPRD East 2 final report to Georgia listed.

- Finalise the development of methodologies for the preliminary flood risk assessment, the flood hazard and risk mapping and the flood risk management plan based on PPRD East 2 regional guidance on flood risk management.
- Revise the existing national risk assessment process and its compliance with the EU Disaster Risk Assessment and Mapping Guidelines, especially regarding inter-sectoral cooperation, using all relevant scientific opinions



and data in the assessment process as well as risk maps, risk matrixes and risk evaluation.

- Finalise and adopt the damage assessment methodology developed by UNDP in cooperation with PPRD East 2.
- Reinforce the connection between the two ERRA nodes (i.e. between EMS and NEA) in order to improve the update of the information in the ERRA system. Link the ERRA system with the ongoing DLD development process and with the national spatial data infrastructure.
- Whilst having the state-of-the-art crisis management arrangements, Georgia is lacking behind in regards to training and equipment of rescue personnel including fire-fighters thus recommendations made by the PPRD East 2 (Annex 6) should be acted upon, and urgent efforts should be made to build a CBRN capacity outside Tbilisi.
- Adopt the draft Governmental Decree for “Developing rules of Host Nation Support Activities in the Field of Civil Safety“, develop and adopt HNS standard operating procedures, appoint HNS liaison officers, and develop and implement a training programme for the HNS country team and the HNS liaison officers.

### **Priorities**

EMS main priorities for PPRD East 3 are to finalize what was not finished during the previous phase of the programme. EMS also stresses the importance of assessing Georgia’s existing system before starting to implement. The following priorities is presented by EMS:

- **Capacity Building and Education**
  - Developing tailor-made training program for EMS staff;
  - Strengthening capacity of Civil Protection Training Division of EMS;
  - Sharing best EU practice and engaging in EU courses.
- **Developing Volunteer System**
  - Assessment of current situation including legal framework (law on volunteerism that is already adopted in Georgia);
  - Close cooperation with academia and civil society representatives;
  - Organizing workshops and trainings;
  - Developing education program for volunteers.
- **Public Awareness and Crisis Communication**
  - Developing / upgrading communication strategy;
  - Organizing training, seminars and workshops;
  - Strengthening inter-agency cooperation.

- **Early Warning System**
  - Assessment of current situation;
  - Identify gaps and support establishment of EW system in Georgia;
  - Organizing workshops and trainings.
- **Strengthening Emergency Preparedness and Regional cooperation**
  - Participating in Regional Table-Top and Full-Scale Field exercises;
  - Sharing best practice on the elaboration of emergency response plans and risk assessment methods;
  - Organizing workshops and trainings.

The presented areas will all be covered within the work packages developed for PPRD East 3. Work package B on knowledge transfer will have an important function in developing training skills within EMS, but also when educating volunteers in the framework on the new law on volunteerism. WP E, All of society-inclusion civil protection development will also support the development of a volunteer system in Georgia. Under WP D public awareness and crises communication will fit the scope of priorities presented by EMS. WP G will assist EMS with the overall development of efficient EWS operational frameworks and ensure interconnection between involved stakeholders. Through WP C on Emergency preparedness and WP F on Regional cooperation, PPRD East 3 will be able to support EMS in the described priority area no 5. EMS have also identified some more specified areas where they would like to see further improvement within the organisation;

- Equal development of operational and logistical support opportunities in Western and Eastern Georgia.
- Establishment of rescue (USAR) and HAZMAT standard groups in Western and Eastern Georgia.
- Development of water rescue service and building capacities of mountain-rescue groups.
- Establish a modern system of fire safety inspection.

These parts will most likely benefit from EMS taking part of PPRD East 3 as the knowledge can be used in the way EMS finds sufficient.

### **Other ongoing initiatives**

There are several ongoing projects within EMS to improve the capacity of the organisation and one area is the establishment of a Civil Protection Volunteerism system, also mentioned under priorities above. A new law on Civil Protection was elaborated and adopted in 2018. One of the novelties of the Law was an introduction of the volunteer system in Georgia. In cooperation with Georgia Red Cross Society, EMS plans to provide basic training for volunteers in Samtskhe-Javakheti region. In the framework of the training, volunteers should be trained in;

first aid, psycho-social assistance and crisis management. EMS have recruited 300 volunteers but need more experience to train them, as well as safety equipment during a mission. This is an area where EMS sees a potential for PPRD East 3 to support. Another important initiative is the reorganisation of EMS's training and retraining of firefighter-rescuers in accordance with European standards. In 2019 UCPM did an Advisory Mission to Georgia to provide an assessment of the state of play and to develop a road map for the establishment of a Training Centre for Fire Fighters, Rescuers and Local Crises Managers. This is now an ongoing project where PPRD East 3's work package B on knowledge transfer will be important.

Other important initiatives worth mentioning are the following:

- **Reducing the risk of climate-driven disasters in Georgia**  
In 2019 the Government of Georgia launched a seven-year, USD 70 million programme aimed at protecting the public from the natural disasters that can be triggered by the extreme weather events caused by climate change. Funded by the Green Climate Fund, the Swiss Government, and the Government of Georgia, the initiative will be implemented by the United Nations Development Programme (UNDP) and the Ministry of Environmental Protection and Agriculture in close partnership with other Government agencies.
- **Strengthening the Climate Adaptation Capacities in Georgia;**  
Assistance to develop a system for multi-hazard risk knowledge for effective climate risk management in Georgia. Performed by UNDP with funds from the Swiss Agency for Development and Cooperation (SDC). The proposed project is designed to be complimentary to the overall initiative funded by Green Climate Fund (GCF), Government of Georgia and the Swiss Agency for Development and Cooperation (SDC) named above.
- **EU4 Security, Accountability and Fight against Crime in Georgia (SAFE)**  
Financed by EU. This programme will contribute to increase the security of the Georgian citizens by strengthening good governance and the rule of law in Georgia, through support provided to (1) consolidating the prevention and fight against crime, (2) improving civil protection and (3) enhancing the oversight over the security sector.

## Moldova

The General Inspectorate for Emergency Situations (GIES) is the responsible DRM agency of Moldova and operate directly under the Ministry of Internal Affairs. The Policy Directorate in the field of Emergencies coordinates the activities of GIES. GIES responsibilities cover aspects of prevention, preparedness and response and include for example direct management of the civil protection system, organization

of rescue operations, strengthening of preparedness capacities, state supervision in the field of civil protection and fire protection as well as carrying out measures when state of emergency, martial law or war declared. GIES operate both on national and regional level with 19 subdivisions established.

## **Current status and recommendations from PPRD East 2**

During the participation in PPRD East 2 Moldova prioritised all the technical areas offered by the programme. GIES highlighted the positive experience from the working groups during PPRD East 2 where the working group on HNS is still active, while others needs to be reactivated. Within the flood risk management area a national policy brief and a guidance note for clarifying the institutional framework was developed. Further, the preliminary Flood Risk Assessment and Flood Hazard and Risk Mapping was reviewed by the programme. As part of the work with further development of disaster risk assessment methodological recommendations was provided and a DRA summary was developed. The field exercise, EU MOLDEX, was conducted in Moldova. In preparation for the exercise the Government regulation on HNS No.408 and, HNS Standard Operating Procedures (SOP) were adopted, and draft law “On exemption of taxes and legal fees connected to the entry/exit into/from Moldova of international interventions teams/modules” was developed.

Recommendations put forward to Moldova in the PPRD East 2 final report are presented below.

- Finalise the endorsement and adoption of the Preliminary Flood Risk Assessment and Flood Hazard Mapping developed by the EIB funded Study on preliminary flood risk assessment and flood hazard and risk mapping as a national reference maps. Adopt, within the framework of the Dniester River Basin Commission, the Draft Protocol for Flood Risk Management developed by PPRD East 2.
- Use the inter-sectoral communication initialised at the DRA inter-institutional working group meeting in 2019 to officially define institutional roles and responsibilities. Nominate the coordinator of the national disaster risk assessment process. Define key national disaster risks, formalise the working group membership, their roles and responsibilities, and define the national disaster risk assessment process deadlines with an official governmental decision.
- Adopt the amendments of the “Decree of the Chief of Civil Protection and Emergency Situations Service n 139 of 04 September 2012 on the statistical record of emergency situations and their consequences in the Republic of Moldova”, and upgrade the existing disaster loss data software by

integrating the provision of the new amendment into the operational system.

- Take over the management of the GIS information system from the external company in order to properly manage the ERRA system.
- Maintain the high level of planning and arrangements for Host Nation Support, arrange national work-shops on coordination of international emergency response and include these aspects in the national civil protection training curricula. Upgrade training facilities and equipment (vehicles, technical equipment, personal protective equipment).
- Adopt the draft Law „On exemption of taxes and legal fees connected to the entry/exit into/from Moldova of international intervention teams/modules“, appoint HNS liaison officers, and develop and implement a training programme for the HNS country team and the HNS liaison officers.
- Finalise the reformulation of the existing service level communication strategy into the national communication strategy, and develop the action plan for its implementation.
- Finalise and adopt the draft “Regulation on the organization and functioning of volunteer activities within the Civil Protection and Emergency Situations Service” and set-up the process for certification of civil protection volunteer organisations.

## **Priorities**

The GIES main goal with active participation in the PPRD East 3 programme is to increase DRM capacities and approximation with UCPM. GIES has also elaborated more detailed priorities for its participation in the phase 3 which are presented below.

- **Elaboration of the national methodology for disaster risk assessment:** Moldova is currently in the process of developing a national disaster risk reduction strategy and the expectation is that the development of a national methodology for disaster risk assessment will facilitate a common understanding of risk assessment for all concerned stakeholders. Currently the work with risk assessment is done individually at the government level and assessments that are conducted tend to focus on specific risks rather than having a holistic approach which ensures a common understanding of risks and the risk assessment process. Moldova has identified the need for training of national experts in risk assessment, sharing of methodologies and good practice in disaster risk assessment and support from expert in the development of the national methodology. The goal is to have a national

methodology developed within the framework of the PPRD East 3 programme.

- **Participation in civil protection courses, exercises and study visits to EU countries:** Moldova will prioritize participation in civil protection training courses similar to those organized under the UCPM training programme (i.e. CMI, OPM, AMC etc.) and exercises organized in accordance with European standards (i.e. module or field exercises) and also seeks to participate in study visits to EU member countries to learn more about good practices and experiences in the field of civil protection and disaster risk management.
- **Developing and improving of decision-making skills during the incident response phase by creating and equipping an Simulation Training Module (XVR):** The aim is to improve decision-making skills and knowledge among incident commanders by simulating virtual incidents and increasing the operational capacity by developing participants' communication skills, information management and reporting. Activities included would be: create a training module on the simulation platform and training of trainers on the use of the platform.
- **Conducting study visits to EU member states in order to study the methods of collection, analysis and use of statistical data:** Moldova wishes to learn more about modern methods to for collecting, processing and analysing data in the field of civil defence and how data can be used for improving prevention and response to future emergencies.
- **Creation of the disaster alert system:** Development of procedures and application that enable sending text messages (sms) to the population with for example hydro-meteorological warnings or industrial accident information.

Moldova's priority regarding methodology for national risk assessment fits under work package H focusing on risk management capabilities with a focus on disaster risk assessment. Disaster loss data as a thematic area is also covered under this work package and the exchange of experts programme under work package F can support arrangement of study visits. Further, trainings under work package B will develop and strengthen training capabilities to conduct trainings similar to UCPM trainings as well as organise trainings with participation from partner countries. The priority concerning disaster alert system is primarily covered by work package G (Early Warning Systems). Emergency preparedness is covered under work package C but further dialogue with GIES is needed to understand needs related to the Simulation Training Module.

## **Other ongoing initiatives**

Moldova is involved in several regional civil protection projects that are presented further under the Regional Priority section. A bilateral project which is interesting in relation to PPRD East 3 is presented below.

- The World Bank-funded “Climate Adaptation Project for Moldova” (2017-2022) focuses, among other topics, on enhancing the capacity of government institutions, key stakeholders, communities and the public to manage climate change risks.

## **Ukraine**

The State Emergency Service of Ukraine (SESU) is responsible for the direct management of the unified state civil protection system, under the jurisdiction of the Ministry of Internal Affairs in Ukraine. The Unified State Civil Protection System consists of permanent functional and territorial subsystems and their branches. Functional subsystems of the Unified State Civil Protection System (hereinafter - the functional subsystems) are created in the relevant areas of society by the central executive authorities for the protection of the population and territories from emergency situations in peacetime and in times of crisis, preparedness of the subordinated capabilities and assets to act for preventing and responding to emergencies.

### **Current status and recommendations from PPRD East 2**

Some of the main results and achievements from participation in the second phase emphasized by SESU was improved disaster response capacity, improved regional cooperation, closer ties to UCPM and harmonization of legislation with EU principles and standards. Ukraine prioritised all technical areas offered during PPRD East 2 and some areas were specifically highlighted as successful. For instance the modification of the National Water Codes in Ukraine to reflect the EU Floods Directive requirements. Amendments of current legislation frameworks were also carried out, for instance, to align with the Joint Research Center (JRC) - Disaster Loss Data Guideline and the Sendai Framework reporting requirements. However these are not adopted yet. Ukraine drafted a by-law on volunteers within the State Emergency Service, however this is still under development. Several working groups were established in Ukraine during PPRD East 2; Disaster Risk Assessment, Disaster Loss Data and Disaster Risk Awareness with different results which will be followed up on during the coming assessment phase.

Listed below are the recommendations from the PPRD East 2 final report to Ukraine.

- Continue the implementation of the EU Floods Directive as approved by the new national legislation, i.e. endorse the preliminary flood risk

assessment prepared by the Ukrainian Hydro-Meteorological Institute, and start the preparation of the flood hazard mapping. Adopt, within the framework of the Dniester River Basin Commission, the Draft Protocol for Flood Risk Management developed by PPRD East 2.

- Finalise the revision of the legislative framework to reflect the DRA responsibilities for all the sectors. Define the national DRA approach to reflect the requirements of the EU Risk Assessment and Mapping Guidelines for Disaster Management with a single legal act.
- Adopt the amendments of the current legislation (proposed by PPRD East 2) to align it to the JRC - Disaster Loss Data Guideline and the Sendai Framework reporting requirements.
- Establish the link between the ERRA system and other national institutions that collect disaster risk information and upload other national institutions' information to the ERRA system.
- Upgrade the rescue teams' training facilities and equipment, obtain INSARAG certification of the USAR team, and include the aspects of the Union Civil Protection Mechanism and international coordination arrangements for disaster response into a national civil protection training curriculum.
- Adopt the draft "Resolution of Cabinet of Ministers of Ukraine on Approval of the Procedure for Host Nation Support in Civil Protection", develop and adopt HNS standard operating procedures, appoint HNS liaison officers, and develop and implement a training programme for the HNS country team and the HNS liaison officers.
- Finalise the establishment of the inter-institutional working group for Raising Awareness about Disasters, develop and adopt the national communication strategy for Raising Awareness about Disasters, including an action plan for its implementation.
- Finalise and adopt the draft Law "On Amendments to Certain Legislative Acts of Ukraine on Improving Legislation on Civil Protection" and thus introduce the new Civil Protection Volunteerism system in Ukraine.

### **Priorities**

During PPRD East 3 SESU has stated they initially want to give priority to Disaster Risk Assessment, Disaster Loss Data collection, Civil Protection Voluntarism, Public Awareness, Early Warning Systems and Emergency Preparedness. Some more details of the priorities for SUSU's participation in the phase 3 are presented below.



- **Participation in TTX, trainings, Full-scale Exercise and Exchange of Experts program:** SESU emphasize the success factor in the combination of TTX, regional exercises and regional lessons learned conferences during PPRD East 2 and underline the importance of using TTX to support the analysis of existing capacities in the civil protection system in Ukraine today. SESU see it as a tool to examine national SOPs and regulations in Disaster Risk Management which will help to develop for example new training modules. SESU would like to participate in basic, operational, high-level trainings, as well as in special areas such as; responding to the CBRN threats; response with the use of canine units; search and rescue using drones; elimination of the consequences of floods; extinguishing forest fires and TAST (technical assistance and support) officer's trainings.
- **Support in developing Emergency Response Plans:** Improve the organisations capability in preparing emergency response plans with special focus on structure and content of emergency response plans for Central Executive Bodies (CEBs), administrative-territorial units and facilities. To improve the overall process of planning response measures as well as involvement of civil society and public actors is also a priority.
- **Assessment of the crisis centre and inter-agency coordination:** Input to be gathered during baseline TTX.
- **Support in the development of an inter-agency communication strategy:** Input to be gathered during baseline TTX.
- **Development of Civil Protection Volunteerism:** Support in the creation of a sound civil protection volunteering system in Ukraine. It should include the procedure for selection, training, accounting and involvement of volunteers in measures to prevent and respond to emergencies, fires and other dangerous events. It would also be important to improve the regulatory framework for Civil Protection Volunteerism. A pilot project in a local district is a suggested start.
- **Continue the cooperation on Host Nation Support (HNS):** Input to be gathered during baseline TTX. **Cooperation in the field of DRR:** Two areas are of certain interest for SESU; 1. Flood Risk Management, where it is important to continue the implementation of the EU Floods Directive as approved by the new national legislation. 2. Improvement of the procedure for data collection and assessment of the consequences of emergencies. In both areas trainings of local executive bodies and authorities are stressed as important actors.

All priority areas mentioned by SESU are covered within the PPRD East 3 work packages with focus on WP B (knowledge transfer), WP C (Emergency Preparedness), WP D (Civil Protection Agency Development), WP E (All off

society-inclusive civil protection), WP F (Regional cooperation) and WP H (Risk Management Capabilities).

### **Other ongoing initiatives**

The State Emergency Service of Ukraine is currently involved in a number of international technical assistance projects. Several are presented under Regional Priority section and below two national projects are introduced where linkages could be made to PPRD East 3:

- **Strengthening Ukraine’s capacity to respond to emergencies involving hazardous chemicals:** Performed by OSCE (2018-2022) with the aim at increasing the capacity of the SESU in order to train radiation, chemical and biological hazards specialists by equipping classrooms and bringing curricula in line with international standards.
- **Support for state and municipal emergency management in Eastern Ukraine:** Performed by German Society for International Cooperation (GIZ) (2020-2021) aimed at improving the personnel capacity of state and municipal units in the Donetsk region territories controlled by the Ukraine Government to eliminate the emergencies consequences.

## **Overview of the Implementation Strategy**

This section provides an overview of the programme strategy explaining its principles, phases, and also explaining each work package in detail, outlining its scope of action. In the end of this section COVID-19 implications and other limitations to programme implementation is presented.

### **Overall Strategy and Limitations**

The PPRD East 3 programme is the third phase of the flagship initiative launched and financed by the European Commission. This suggests that the logic of the third phase is inevitably linked with that of the previous two phases. Moreover, the PPRD East 3 is based upon and further strengthens the achievements of the previous two phases of the programme to ensure longer-term achievements and sustainability of the expected results. Importantly, the programme is fully in line with the revised targets (not yet published) for cooperation in civil protection within the Eastern Neighbourhood: (sub-delivery No1) reinforcing cooperation with the UCPM in all phases of disaster risk management cycle; (sub-delivery No2) enhance capabilities

to provide and receive assistance at regional and international levels; (sub-delivery No3) strengthen institutional and operational cooperation among the national civil protection actors, the scientific community and civil society; (sub-delivery No4) developing and applying risk-informed emergency response plans based on improved early warning strategies.

Hence, the logical model of the third phase of the PPRD East programme as it is visualized in exhibit 1 below, includes several interlinked thematic areas. It is a simplified visualization of the programme logic as it suggests linear connections between thematic areas, however, it largely represents the critical dependencies and explains the strategy behind the third phase of the programme.

The *strategy* of the programme reflects several critical dependencies that explain effective functioning of any civil protection system. Hence, an effective multi-hazard early warning system (EWS) provides necessary data input for risk assessment and risk response processes for civil protection authorities. Risk-related information combined with the rigorous capability assessment constitutes the basis for realistic emergency plans. Knowledge management is a continuous process that crosses all thematic areas and shape capabilities across them. The programme logic is designed in such a way to identify needs and capabilities in the PCs along the very simplified dimension of ‘EWSs-risks-plans’ in each PC. The programme starts with an assessment of institutional and legislative systems which will be followed by a table-top exercise (TTX) in each partner country, which aims to provide a detailed 360-degree assessment of the civil protection system. The findings of the TTXs will provide necessary input to all work packages in terms where the programme can bring its utmost value. Half-way through its implementation, a full-scale field exercise will be organized, paired with the internal mid-term review of the programme performance. The findings and lessons learned from these will inform the continuation of the programme along the same logic but with more specific interventions to address the gaps and to on-board emerging opportunities. Towards the end of the programme a final round of TTX will be conducted to establish the endline for the programme and to be able to assess programme achievements.

The implementation of the programme is based on a set of defined *principles* which guide all phases and processes within the programme and include the following:

- **Ownership** to ensure that PCs hold full ownership of the programme and its results;
- **Participation** to ensure that the programme implementation is inclusive and builds upon the strengths of various state and non-state actors;
- **Flexibility and agile management** to ensure that the programme implementation is responsive to the emerging needs of the PCs and reflects them in its implementation;

- **Building upon PPRD East 1 and PPRD East 2** to ensure continuation of efforts across all three phases of the programme and thereby, to contribute to the higher level goal of this flagship initiative which is building disaster resilience in the PCs;
- **Alignment** to ensure that the programme is implemented in such a way to create synergies with other relevant initiatives in the region and when relevant, embark on joint events and activities;
- **Results-oriented** to ensure the focus on the outcomes to be achieved within the programme. Also, the M&E system of the programme is designed in such a way to be focused on and inform the achievement of the programme outcomes.

The programme has eight work packages, each of which explores a specific thematic area:

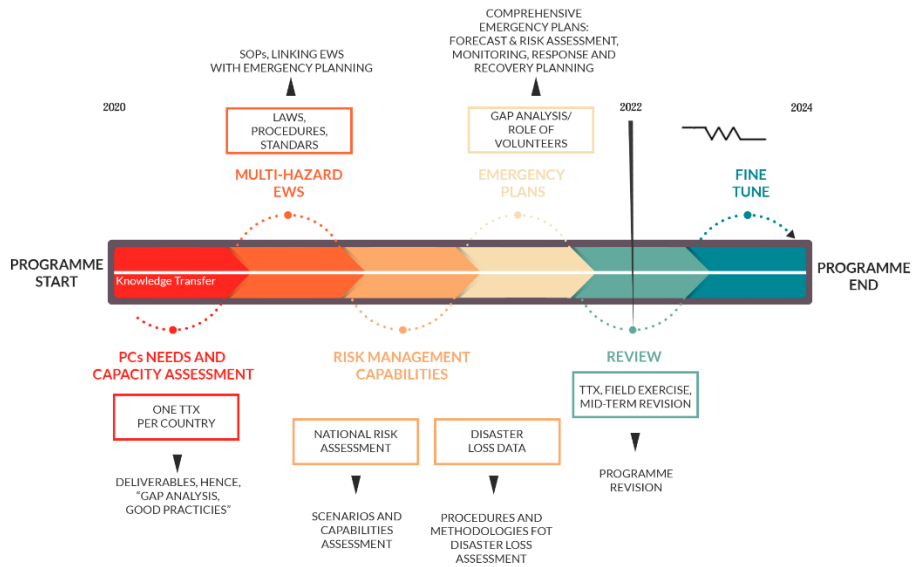
- **WP A:** Capacity development is focused on creating a governance environment within the programme for effective decision-making at the level of the Steering Committee, at the level of the expert team, and at the level of the PCs. Importantly, this WP will create mechanisms for capability and needs assessment of the PCs through various table-top exercises: for shaping the assessment model, for conducting the baseline, and for defining the endline of what the programme has achieved.
- **WP B:** Knowledge transfer is focused on shaping channels for effective knowledge transfer between the PCs and between the UCPM and PCs across all thematic areas and along the whole duration of the programme.
- **WP C:** Emergency preparedness is focused on exploring preparedness of civil protection systems in the PCs and strengthening PCs' capacities for emergency planning at trans-boundary, national, and local levels.
- **WP D:** Civil Protection Agency Development is focused on three critical functions of any civil protection system – to alert, to coordinate, and to inform – and explores various inter-agency coordination mechanisms, effective functioning of 24/7 operational centres, and supports public awareness in PCs.
- **WP E:** All-off-society civil protection is focused on enhancing engagement and the role of volunteer organisations and academia in civil protection in PCs.
- **WP F:** Regional cooperation is focused on strengthening linkages between UCPM and PCs, and on organizing regional full-scale exercise with the involvement of response forces from all PCs and from the representatives of the UCPM followed by Lessons Learned workshop.

- **WP G:** Early Warning Systems (EWS) is focused on analysing and strengthening institutional and legal frameworks of EWS in the PCs.
- **WP H:** Risk Management Capabilities is focused on strengthening specific capabilities for risk assessment at national and local levels in the PCs.

The programme is designed along *three phases*: inception, implementation, and closure.

- **The inception phase, strategy consensus and mobilization.** The aim of this phase is to improve and refine the Consortium's understanding of the concerned institutions and stakeholders, their needs and capabilities, and most optimal course of action for each PC. The consortium has also established coordination and information exchange with DG ECHO/ERCC in the inception phase to ensure adequate planning of the proposed activities. The output of the inception phase is the Inception Report.
- **The implementation phase** will last 39 months following the approval of the Inception Report. It will focus on the agile implementation of all eight work packages allowing for continuous learning and adjustments to meet the existing and emerging needs of the PCs. The WPs will be implemented in close coordination with each other to increase synergies within the programme but also in close coordination with other (relevant) initiatives beyond PPRD East 3 to increase synergies with external partners. The outputs of this phase will vary between WPs and explained in each WP separately in the following sections. All WPs will be implemented with due consideration to the cross-cutting issues of the programme: gender, human rights, and environment.
- **The closure phase** focuses on ensuring that the programme exit is smooth and allows for continuous value-adding of critical processes and mechanisms while strengthening knowledge within the programme. The closure and handover phase will be initiated in year four of the programme with full ownership of the PCs. The exit strategy in terms of its main focus and processes is developed during the inception phase and is part of this inception report, however, the specifics of the programme exit will be revisited and tailored to the needs of each PC closer to the end of the programme. The output of this phase is the programme final report.

IMPLEMENTATION MODEL



**WP A**  
CAPACITY DEVELOPMENT  
- Baseline analysis (TTX)  
- M&E  
- Exploitation of project results

**WP C**  
EMERGENCY PREPAREDNESS  
- Transboundary emergency response plans  
- National and local (municipal) emergency response plans  
- Civil Protection system preparedness assessment

**WP E**  
ALL OF SOCIETY CP  
- Volunteerism legal framework  
- Inclusion of volunteers in CP system

**WP G**  
EARLY WARNING SYSTEM WITH FOCUS ON FF AND FLOODS  
- Institutional/legal analysis on EWS support in EWS system buildinf (SOPs, legal codification, normative processes, etc.)  
- Support of multi stakeholder / interagency coordination mechanisms for EWS (National, Local, Regional)  
- Interoperability of different data sources  
- Linking National EWS to EU EWS (EFIS/EFAS)  
Inclusiveness of EWS elements into local emergency plans

**WP B**  
KNOWLEDGE TRANSFER  
- Linking with EUCP Knowledge Network  
- TOT  
- National training  
- EUCPM training  
- Exchange of experts

**WP D**  
CIVIL PROTECTION AGENCY DEVELOPMENT  
- Network of national correspondents (24/7) crisis management centres  
- Awareness raising

**WP F**  
REGIONAL COOPERATION  
- Regional knowledge transfer  
- TTX  
- EXE

**WP H**  
RISK MANAGEMENT CAPACITIES  
- NRA (methodology, implementation)  
- DLD (methodology, implementation)  
- Using NRA and DLD in emergency planning  
- Introducing multirisk dimensions with focus on health issues (pandemic)  
- Risk assessment capability assessment



Exhibit 1: Visualization PPRD East 3 implementation model

## **COVID-19 Implications and other Limitations for the Programme**

The inception phase of the PPRD East 3 programme has taken place fully during the COVID-19 pandemic with ensuing restrictions. The programme was conceptualized before the pandemic and thus not originally planned with considerations to the situation that the programme has faced during the inception phase, and will continue to face, into the implementation phase. This has presented several challenges, which the programme has addressed in different ways during the inception phase.

An overall strategy of the programme has been to utilize the digital space for communication and activities during the inception phase to address the challenge that travel has not been possible. All meetings, and the official launch of the programme for example, have taken place on digital platforms with functionality to cater for needs such as simultaneous interpretation.

While addressing the immediate challenge that the COVID-19 restrictions have presented for the inception phase, the programme has also re-planned parts of the implementation phase and re-conceptualized activities and seen what adjustments that are possible, and needed, to enable the activity to take place under current restrictions. An updated risk matrix has also been developed for the programme where COVID-19 is included as a risk and possible mitigating actions for have been identified for different scenarios.

The COVID-19 pandemic can, despite all its challenges, also present opportunities. Such opportunities might entail for example a higher readiness to work with different digital tools for communication, consultations and learning moving forward but also increasing possibilities for partner countries to participate in external forums when these take place online and access to different digital learning opportunities. Less travels also mean a lower carbon footprint which is an important effect in the long run as the impact of climate change becomes more visible in the world. The pandemic has also put the spotlight on the need for strong/strengthened disaster prevention, preparedness, response and recovery capabilities of different stakeholders and within disaster management systems. This might in turn mean higher political priority and support to further develop and enhance capabilities within the systems and of different actors.

Whilst the next six months of programme implementation are planned considering the current COVID-19 restrictions and implications on implementation modalities the long-term activity plan remains based on the assumption that it will be possible to conduct face to face activities and travel within and to/from the Eastern Neighbourhood. Should the pandemic and related restrictions stretch over a longer period than currently planned for this will have implications and trigger a need to revisit the activity plan.

Below are a number of further critical limitations that also need to be acknowledged:

- **Language barriers:** This is a limiting factor in some PCs, especially when interacting with a broader range of stakeholders beyond the civil protection authorities.
- **Absence of local backup staff in PCs:** during this phase of the PPRD East programme there are no backup staff employed in each PC to support programme administration and logistical implementation: for instance, mobilizing partners, circulating information, finding venues for events and actual organizing of the events, and similar tasks. This responsibility lies largely with the representative of the national civil protection authorities, which might be overwhelmed with these additional tasks to be carried out within the programme. This function was not planned in the programme and the current budget does not allow additional allocations for such administrative support staff in each PC.
- **Budget limitations:** the programme is very ambitious and has very broad thematic coverage, the full realization of which vis-à-vis limited budget requires continuous prioritization across the programme implementation.
- **Communication:** specific arrangements have been made to facilitate communication with a partner country from the programme management side.

## Programme Governance

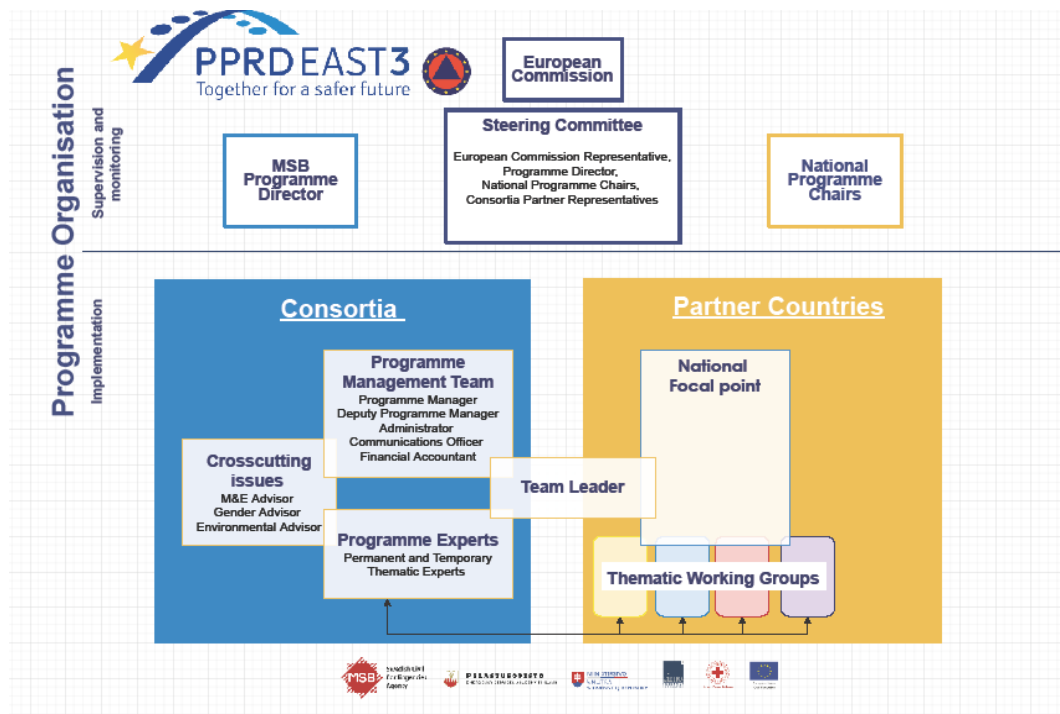
The governance mechanism of the programme includes the Steering Committee (SC), which is a highest-level decision-making body of the programme. The SC members meet once a year to steer the programme, validate annual progress report, or other relevant documents developed by the programme, and to endorse the work plan for the next implementation period. The SC members include representatives from the European Commission, the National Programme Chairs from each PC, and one representative from each consortium member that is not part of the expert team. The programme management team and Team Leader will participate during Steering Committee meetings to present results of programme implementation. National Focal Points are welcome to participate in the Steering Committee meetings as well as key experts when relevant. The SC will invite external observers or participants to take part in knowledge and experience sharing sessions when suitable. The draft ToR for the SC is provided in annex 9.

A Consortium Coordination Group (CCG) is established to ensure that all members are involved in significant developments in the programme. The CCG will include 2 representatives from each of the five consortium partners. It will support the strategic planning, evaluate risks to the programme, suggest mitigation strategies,



validate different publications and ensure backstopping support from the consortium members. The CCG will meet on regular basis.

To ensure a close cooperation, coordination and exchange of information in-between the management of the PPRD East 3 programme and the partner countries each country has appointed two important functions; a National Programme Chair (NPC) and a National Focal Point (NFP). The NPC will provide strategic guidance and support with the implementation of PPRD East 3 activities and act as a member of the PPRD East 3 Steering Committee. The role of the NFP is to facilitate PPRD East 3 related communication and information exchange both within the organisation and with other relevant stakeholders. In addition, the role of the NFP is to support National Programme Chair to be prepared for the SC meetings and to raise and discuss issues critical for the implementation of the programme.



*Exhibit 2: Organigram presenting the governance structure of the programme*

## Work Package A: Capacity Development

Work package A aims to support all other work packages of the programme to effectively realize their priorities and achieve the expected outcomes geared towards developing capabilities of the PCs.

**The expected outcomes are:**

- Timely and informed decisions are enabled by the governance mechanism of the PPRD East 3.
- The programme WPs B-H are needs-driven. Programme implementation and its outputs are responsive to gender, human rights and environmental considerations.

This WP is designed in response to the need of shaping conducive structures, and processes within the PPRD East 3 to facilitate its implementation, as well as building ownership within the partner countries. An enabling environment for timely and informed decision-making is critical for the success of the programme. Towards this end, the WP A is governed by the following objectives:

- to promote ownership of the partner countries, whereby decision-making is informed by the needs and capabilities of each PC;
- to build upon and further develop existing capabilities of the PCs, linking to the national strategic priorities and objectives;
- to establish good coordination and working modalities with each PC and the wider range of national and regional stakeholders, avoiding duplication of efforts and creating synergies across various initiatives;
- to integrate gender, human rights, and environmental considerations in all WPs of the programme.

While supporting all other WPs within the PPRD East 3 to fully realize their expected outcomes, the WP A is designed to set up its milestones and the integration of lessons learned throughout all activities and for the duration of the whole programme. The programme milestones include the baseline, the mid-term review, and the final reflection on the progress made. The lessons learned allows the programme to become a learning endeavour that is agile and builds upon what works and what does not.

The realization of this WP includes several components. The **first component** includes the design of the programme implementation structure and its governance mechanism as explained in the section above on programme governance. The implementation structure of the programme includes the Working Groups (WGs) established in Armenia, Belarus, Georgia, Moldova and Ukraine along the selected thematic areas: knowledge transfer, public awareness and communication, regional TTX and full-scale exercise, multi risk assessment, early warning system and 24/7 operational centre, volunteerism, and emergency response planning. The ambition is to also establish WG in Azerbaijan once the participation in the programme is granted political approval. Each WG will work closely with the respective key expert from the consortium to define the needs and priorities under the respective WPs

and to lead the programme towards its expected outcomes. The role of the NFP in facilitating effective coordination within and among the WG is crucial.

During PPRD East 2 National Advisory Groups played an important role as multi-stakeholder platforms for DRM discussion and initiatives. The next step in fine-tuning the implementation structure of PPRD East 3 is thereby to investigate further the potential of re-establishing National Advisory Groups in the partner countries. The National Advisory Groups would be constituted by one representative of each WG and have the function to provide recommendations to the National Programme Chair on how to move forward.

The **second component** is designed to create the reference points for the programme implementation. More specifically, the baseline, the mid-term review of the progress, and the final end line. The monitoring and evaluation (M&E) system will be developed to track the progress and ensure that lessons learned are fully reflected in the programme design and implementation. Initially planned country missions to set the baseline in each PC could not be carried out as planned due to COVID-19 pandemic related restrictions, therefore, the initial assessment of the needs, capacities, and gaps will be carried out as a table-top exercise (TTX).

The first TTX will be organized with the key experts to design the scenario or the assessment model to be used in each PC for the full assessment of the civil protection system. The scenario will be designed in such a way to allow revealing the critical gaps in the civil protection system with respect to the thematic areas covered by the PPRD East 3, namely, risk assessment response planning, trans-boundary response planning, 24/7 operational centres, preparedness of response system, awareness raising, knowledge management, volunteerism, inter-agency coordination mechanism. The output of the scenario development TTX will be an assessment scenario that will allow 360-degree assessment of the civil protection system in the partner countries.

After the scenario development with the key experts, the assessment model will be applied in each PC to produce the baseline for the programme and to set the targets to be achieved by the end of the programme. The development of the roadmap towards the achievement of the targets, hence, the detailed action plan, as well as the preparation for the country specific TTX will be carried out jointly with the Working Groups established in each country.

In total six TTXs will be organized – one in each PC - in the course of the first 6-months of the programme implementation. The country-specific action plans for the PPRD East 3 will allow fine-tuning the initial action plans provided in the programme inception report based on detailed assessment of the country priorities

and needs. If the situation permits, country visits will still be organized to validate the programme targets and to define the roadmap towards its implementation.

The progress of the programme will be measured half-way through its implementation through the full field exercise (FFX) planned under the WP F: Regional cooperation. Meanwhile, the programme team will carry out a mid-term review of the programme implementation. The findings from both exercises will further inform the programme implementation.

The final review of the programme is to be carried out with a dual purpose: (a) to define the programme achievements vis-à-vis its targets and (b) to develop recommendations on how the PCs can further the achievements of the programme after the programme exit. This will be organized through (a) a final TTX to test the achievements and identify remaining gaps; and (b) the Final Conference to present the final achievements of the programme. The latter will also be an opportunity to seek commitment from senior management of the respective PCs for the continuation of further development of capabilities, systems and processes nationally but also for enhanced regional, and bilateral, cooperation in civil protection as well as engagement with the UCPM after the phase out of PPRD East 3.

The **third component** of the programme reflects the criticality of the integration of the gender, human rights, and environmental considerations into the programme implementation across all its WPs. Towards this end, the two thematic advisors and their focal points in each PC will be actively engaged in the programme implementation, providing guidance and support as relevant. The detailed analysis of the gender, human rights, and environmental considerations are provided in the annex 10.4 and annex 10.5 respectively, while the overview on how these cross-cutting issues will be integrated into the implementation of the programme are provided under the respective sections of this report.

#### **Links with other WPs:**

- WP B: Country-specific training needs assessments with regards to UCPM training thematics covered by the CMI and OPM modules, as well as an understanding of training needs relative to CBRN-E response capabilities and Host Nation Support.
- WP C: Country-specific assessments of current understanding and knowledge levels relative to emergency response planning as well as outlines of the Partner Countries' existing emergency response plans.
- WP D: Country-specific outlines of current duty officer mechanisms and their utilisation of EWS and risk-informed decision-making, frameworks

and practices for inter-agency coordination in emergencies as well as national frameworks for disaster risk awareness.

- WP E: Country-specific assessments of participation levels of non-government actors in Civil Protection, training-needs assessments for civil protection volunteers and outlines of current cooperation frameworks between government and non-government actors, with regards to civil protection.
- WP F: Mid-term review of programme implementation will take place during the FSX half-way through the programme.
- WP H: Updated legal and institutional assessments related to risk assessment praxis in each PC.

## Work package B: Knowledge Transfer

Work package B, Knowledge transfer aims to enhance knowledge transfer between the UCPM and the Eastern Neighbourhood Partner Countries and among the Eastern Neighbourhood Partner Countries.

### The expected outcomes are:

- Civil protection actors are better trained and local training capacities are strengthened and interlinked with UCPM trainings (mainly but not limited to CMI and OPM); a needs-driven and train-the-trainers approach is pursued including a gender sensitive approach in line with the Sendai targets. Ability to participate in regional and international trainings and exercises, including leading, organising, and hosting them, is increased.
- Civil protection authorities are well-equipped with knowledge required to apply European good practices and international standards for response capacities (e.g. INSARAG standards, quality requirements for assets in the European Civil Protection Pool, EU Guideline for Standard Operating Procedures, Host Nation Support, etc.) and increase interoperability of their response capacities with other Eastern Neighbourhood Partner Countries' as well as Member States'/Participating States' teams during exercises and real-life emergencies.
- Linkages are created with the upcoming Union Civil Protection Knowledge Network.

The knowledge transfer work package aims to ensure that the civil protection actors in the region are better trained and that the local training capabilities strengthened and further interlinked with UCPM trainings and new initiatives. It contributes to building sustainable capabilities of the Partner Countries' respective civil protection institutions for disaster risk prevention, preparedness and response to natural and

man-made disasters by offering training for and enhancing the training capabilities of the civil protection authorities. The work package also creates interlinkages to UCPM and promotes the cooperation of the knowledge holders in the field of civil protection.

A key strategy for work package B will involve the training institutions in the partner countries in order to enhance the ownership of the programme outputs and strengthen the sustainability and to internalize the CP educational modules in the national CP academics. An important factor is similarly to base the content of trainings provided on partner countries needs and priorities.

The Emergency Services Academy of Finland (ESAF) establishes a training coordination office to support the different training activities in the PPRD East 3 programme. The training coordination office seeks to guarantee that the training events within the PPRD East 3 programme have a coherent structure, assured quality and that they are consistently evaluated and reported. The training coordination office also seeks to ensure that the pedagogical approaches of the trainings are deliberated and that they are participatory and inclusive. The tasks of the training coordination office include designing and developing guidelines (such as templates) to support the different phases of the training cycle; including planning, conducting and evaluating the training events. Also, by documenting the training phases - e.g. the lesson plans - the programme will produce outputs that the partner countries have the possibility to utilize as a baseline for future national / regional trainings, thus enhancing the sustainability of the knowledge transfer. The training coordination office therefore can provide support for implementation of local trainings throughout the programme.

The starting point for the knowledge transfer will be the Technical Advisory Meetings (TAM) (B1). Instead of the planned set of visits to the partner countries these meetings will be conducted virtually due to the COVID-19 pandemic. The Technical Advisory Meetings aim to carefully outline the training needs and capabilities in each of the partner countries and are therefore important for the definition and shaping of future training activities and contents. The TAM also aim to identify other national/regional initiatives in order to create synergies. The needs assessment is to be conducted consultatively and with support from national working groups. Points of contact assigned by the partner countries will be utilized in identifying the training needs and priorities, and further on for developing and implementing the trainings and identifying the correct target groups for the training activities. The TAM also seek to ensure partner countries' commitment for cooperation in the knowledge transfer activities. The dialogue regarding training needs will continue throughout the programme.

This part of the programme will produce a training needs assessment based on which a training road map for each partner country will be developed. The training roadmap will be drafted by the consortium's experts, covering also the other work

packages. The work done in this task B1 will substantially influence further activities in the work package.

The next phase is to start the training courses development (B2) to meet the identified needs. The UCPM Training programme is under review, however, the existing and new training materials (e.g. from the UCPM training programme) will be used, with regional adaptations. Special attention is paid to ensure that training course development takes inclusion of non-government actors into account and that this is also reflected in training contents. The inputs from work packages C, E and H are taken into consideration. This task includes planning the delivery phase of the work package. The COVID-19 pandemic poses challenges to the traditional face-to-face modality for trainings and therefore increased incentives of exploring and utilizing e-learning. Due to the possible restrictions set because of the pandemic and in order to use the potential of e-learning, different methods of organising trainings will be considered in training courses development.

A training of trainers programme (B3) will be launched at an early stage of the programme. Organising the training of trainers early on in the programme timeline enables participants of these courses to be employed as trainers in the other training activities of the programme. Two regional Training of Trainers courses (ToTs) with different thematic focus will be organised. Thematic focuses will be set in accordance with the findings of the needs assessment in B1. As a way of reinforcing the training of trainers programme, exchange of expert's visits (e.g. to the training institutions of the consortium partners) will be conducted (part of the exchange of experts programme in WP F). The training of trainers programme will ensure that at least 10 additional members of staff from the partner countries are able to deliver training to others within the programme and further on other trainings at national level. The objectives are to develop their skills related to the whole training cycle from the training design and planning to personal training skills and to evaluate lessons learned.

The training delivery (B4) will include a wide range of courses. The objective is to offer regional basic, operational and high-level training that follow the UCPM training programme, but also tailor made training based on the needs assessment in B1 and training needs identified in other work packages. Training delivery will enable knowledge transfer and skills development, and it will also increase the ability of the partners to participate in regional and international trainings and exercises - and lead, organise and host them. To enhance the ownership of the programme outputs and to strengthen sustainability of the actions, the majority of the courses will be conducted in the partner countries, with local partners and national trainers and experts.

The knowledge transfer work package will seek to create interlinkages with the Union Civil Protection Knowledge Network (B5). The Union Civil Protection Knowledge Network that is currently under construction is based on the idea of

bringing together different knowledge holders (civil protection and disaster management actors and organisations including centres of excellence, universities and researchers). There is also an idea of supporting thematic communities, "knowledge hubs" that would bring together different actors around specific thematic areas of expertise such as e.g. forest fires. Activities in work package B will introduce the idea of knowledge hubs in the partner countries and support similar facilitation of the exchange of best practices both on academic and operational level.

The knowledge transfer work package is interlinked with work packages C and F - as training efforts and events (exercises, seminars, workshops etc.) and knowledge transfer will take place in other work packages also. Other work packages also create inputs for e.g. training needs and training delivery.

## **Work package C: Emergency Preparedness**

Work package C aims at strengthening and supporting the development of Emergency Preparedness capabilities in the Partner Countries.

### **The expected outcomes are:**

- Strengthened capacities in emergency response planning in PCs.
- Improved response planning at trans-boundary level.

The development of Response Plans at local level, other than the identification of proper recommendations and guidelines for the application at transboundary, national and local level, are fundamental elements in the disaster risk management process. The consortium considers these results to be closely linked and partly overlapping where Partner Country specific emergency response plans for specific hazards or scenarios are important inputs to transboundary risk management and response plans, as well as critical emergency preparedness tools in their own right. Furthermore, the process of emergency response planning, be it on trans-boundary, national or a local level, is a good entry point for inclusion of non-government actors in Civil Protection, as well as for horizontal coordination between government entities. Lessons learnt from the training and exercises conducted will also inform the activities under this work package to support the integration in national structures.

Thematic focus of the work package activities are:

- Approaches to emergency response planning, including stakeholder inclusion and participatory processes.
- Iterative planning processes.
- Risk-informed planning.
- Inter-agency planning and coordination.



This work package will be implemented using the Exercise-first approach also used for other work packages in the programme, where country-specific table-top exercises are used to generate baseline data (for PPRD East 3, midline, considering the entire programme also including phases 1 and 2) and priorities for each partner country (these table-top exercises will integrate all work packages and are housed in work package A).

Development support for transboundary emergency response plan development will not target all Partner Countries. Instead, this activity will focus on two partner countries with a conducive environment for cross border collaboration (to be identified during the early stages of the implementation phase). The stocktaking table-top exercises undertaken in the early implementation phase will generate a baseline report, which will be used to plan and shape the content, thematic focus and emphasis of the work package per country, which will be integrated into each Partner Country's Plan of Action for the programme. The implementation of the activities will in turn generate a number of outputs (as presented in Annex 3), which may slightly vary between Partner Countries depending on their priorities, existing capabilities and preferences.

#### **Links with other WP:**

- WP A – capacity development.
- WP B – transfer of knowledge through the development of specific trainings.
- WP D – strong link between the development of specific SOPs, plans and the enhancement of the Civil Protection Agency.
- WP E – integration of the civil society in the planning phase, both for capacity building, integration in the processes and the SOPs, and to support participatory approach.
- WP G – integration of the legal framework as baseline need for emergency planning and EWS for defining response needs.
- WP H – risk analysis will impact on the whole preparedness process, from providing the potential scenarios to identifying the potential effects caused by the impact of disasters.

## **Work package D: Civil Protection Agency Development**

#### **The expected outcomes are:**

- The network of national correspondents and operational 24/7 contact points for sharing early warning information is strengthened.

- Stronger inter-institutional coordination between relevant ministries and agencies is achieved.
- Awareness is raised about natural and man-made disasters among civil protection professionals, volunteers and the general public.

Strengthening capabilities of the national civil protection agency is one of the priorities for PPRD East 3. The proposed work package builds upon the progress made within the previous round of the programme in three interlinked and mutually reinforcing results areas: (i) network of national correspondents and operational 24/7 focal points, (ii) inter-institutional coordination in civil protection, and (iii) awareness raising among civil protection professionals, volunteers and the general public about natural and man-made disasters. All three results areas are meant to create avenues for the national civil protection agencies to engage with a wider range of stakeholders for specific purposes: to alert, to coordinate, and to inform.

While this work package has three main results areas, the approach towards their realization will remain unified and will ensure full national ownership and a needs-based approach. Towards this end, the priorities under each results area will be discussed with the partner countries during the first six months after the inception phase. The comprehensive table-top exercises (TTXs) planned to inform the programme implementation will ensure that the baseline is created to inform programme progress along these results areas. If and when the COVID-19 situation permits, TAM and national workshops will be organized to validate the findings from the TTXs and to explore ways forward towards full realization of the expected outcomes of this work package.

### **Operational centres**

The 24/7 contact point mechanism is understood as a duty officer function and will thus be developed based on existing similar structures in the Partner Countries. An assessment of existing needs and priorities will be conducted with the purpose of strengthening the existing operational centres and creating inter-country and intra-country networks of operational centres. The best practices from the EU member states as well as cross-country lessons learned will be mobilized to inform country-led practices.

### **Inter-institutional coordination**

The distribution of various functions related to disaster risk management and disaster risk reduction are often spread wide across the mandates of different state and non-state actors. Harmonization of efforts requires a viable coordination between various ministries and agencies as well as between different initiatives, platforms, and campaigns already in place. Therefore, the focus under this result

area is dual: (a) to establish and/or strengthen inter-institutional coordination mechanism for disaster risk assessment and disaster planning purposes; and (b) to harmonize PPRD East 3 with relevant on-going and emerging initiatives in the region. The programme will adapt to inter-agency coordination structures already in place and will seek harmonization with the emerging initiatives to ensure complementarity and added value at national and regional levels.

### **Public Awareness**

Raising awareness on natural and man-made disasters within the partner countries will remain a critical priority for the PPRD East 3. The experience from the previous two phases of the programme suggests the importance of a bottom-up approach and the importance of substantial awareness-raising activities for target groups such as professionals, volunteers, and the general public as well as media, local governments and civil society organisations. The development of national communication strategies is prioritised to ensure a structured and comprehensive approach to awareness raising in each partner country. Public awareness campaigns will be conducted and where possible, build on existing campaigns and explore joint awareness raising activities with other ongoing initiatives.

### **Links with other WPs**

This WP is tightly linked with other WPs as it will benefit from the TTXs to be organized under the WP A, but also inform and will be informed from activities under all other WPs. It is worth mentioning the following critical connections. The training exercises will be coordinated with the WP B and WP F; the effective performance of the 24/7 operational centres is linked with the activities related to field exercises under the WP F, as well as response planning under the WP C. Effectiveness of the operation centres will depend largely on their links with the early warning systems to be reinforced under the WP G. The awareness raising activities will further benefit from the findings from risk assessments under the WP H and importantly, create the foundation for more inclusive civil protection in the country that is further promoted under the WP E.

## **Work package E: All of Society Civil Protection**

### **The expected outcomes are:**

- The network of civil protection volunteers is strengthened (both women and men). Civil society organisations, including representation of women's organisations are consulted in the preparation of the Emergency response plans in order to ensure that their knowledge and experience is used.

- Participants of targeted non-civil protection actors including civil society organisations and scientific community are involved in prevention, preparedness and response to disasters.

The inclusion of the civil society in the Civil Protection System can trigger different enhancing processes:

- The inclusion of Volunteers in the disaster risk cycle will strengthen civil protection capacities in PCs, both in increasing the number of resources available and in enlarging the competences available in the System (e.g. a civil engineer volunteers for a civil protection volunteer-based organisation for supporting damage assessment).
- The inclusion of academia in the civil protection activities, can enhance comprehension of environmental issues, developing or supporting risk analysis and early warning systems, support planning and decision-making processes, including smoothing procedures or introducing R&D and research products.

Thematic foci for the work package activities are:

- Inclusion of Volunteers in all civil protection processes, with particular focus to a gender-balanced approach.
- Background analysis and identification of specific roles for Volunteer-based organisations, academia and private sector.
- Participatory planning.
- Increased coordination among all civil protection actors.

For the purpose of this WP, ‘civil society’ is defined as the variety of volunteer-based civil protection or humanitarian volunteer organisations present in the PCs, and academia (i.e. universities, research centres...). These different organisations can play particular and fundamental roles in the whole risk management cycle. The identification of potentials and capacities among civil society actors will support the identification of capacities of the whole territory, enhancing risk mitigation, and ensure a more coordinated operation (both in prevention and response). The effect of working with activities and results in Work Package E in an integrated manner is that civil society and the scientific community actors are better linked to government-led civil protection work. This in turn will increase efficiencies throughout the scope of the programme, as accuracy of civil protection actions (such as DLD collection and ERP) targeting or benefiting from disaggregation of population groups and their needs are improved.

The work package consists mainly of Technical Advisory Meetings and workshops. However, taking into account the programme’s objective of engaging non-government actors in a wide array of civil protection work, this work package will

link up with several activities carried out under work packages B, C and A. The integrated table-top exercises (TTX) used for baseline data collection and national prioritization will also encompass this work package. It is therefore mentioned hereunder, the TTXs as a whole will be housed in work package A. The stocktaking TTXs undertaken in the early implementation phase will generate a baseline, which will be used to plan and shape the content, thematic focus and emphasis of the work package per country, which will be integrated into each PC's Plan of Action (PA) for the programme. The implementation of the country-specific PAs will in turn generate a number of outputs, which may slightly vary between PCs depending on their priorities, existing capabilities and preferences.

The implementation of this WP will be evolving along the following directions:

### **Guidelines on the inclusion of civil society in a civil protection system**

Guidelines for the inclusion of civil society actors in Civil Protection (CP) systems with regional, national and local focuses:

- Main elements needed to identify relevant and suitable legal frameworks for volunteer and non-government actors involvement identified.
- Common objectives and priorities for a broad multi stakeholder CP system identified.
- Model of a roadmap to develop a combined and inclusive civil protection system that consider both authorities and civil society.

### **Country-country specific roadmaps**

Country-country specific roadmaps developed for further development of non-government actor participation in CP work, with an expanded scope including partnerships for participation, interaction and collaboration with governmental counterparts.

### **Comprehensive Report on effective engagement of civil society**

Both the guidelines and the roadmap are geared to enhance effective engagement of the civil society organisations, including Red Cross National Societies, in support of the national civil protection system. The focus is deemed on the following:

- Increased number of women engaged in civil protection.
- Arrangements and operational experience shared on involvement of non-government actors.
- Broad stakeholder involvement in Emergency Response planning activities ensured (within WP C).
- Jointly agreed participation criteria for non-government actors participation in trainings (within WP B);
- Non-government actors involvement integrated in training modules (within WP B).

**Links with other WP:**

- WP A for the development of the TTXs and the inclusion of the CP volunteer-based organisation and the academia.
- WP B for the identification of the training curricula and the recognition of CP Volunteers capacities.
- WP C for the participation in the emergency response planning both at local, national and regional level.
- WP G for the development of legal frameworks, the Early Warning System and for integrating common needs.

Protection, Gender and Inclusion (PGI) are three elements fundamental in any humanitarian operation. The inclusion of civil society identifies the needs to have part of the training, and the recommendations (e.g. the development of specific code of conduct) focusing on humanitarian principles and on PGI, including measures to reduce or prevent potential violence and to ensure that all people in need are included in response operations.

## **Work package F: Regional Cooperation**

This work package explores regional cooperation in two dimensions: (a) exchange of experts programme, and (b) international full-scale field exercise. Both components aim at creating regional cross country cooperation but also PC-EU learning exchange and improved cooperation.

**The expected outcomes are**

- Cooperation and exchange of good practices among neighbourhood countries and between neighbourhood countries and the Member States/Participating States of the Union Civil Protection Mechanism are enhanced regarding prevention, preparedness and response.
- Mutual support between neighbouring countries is more efficient and capacities to receive and provide international assistance are reinforced.

**Exchange of Experts Programme**

The exchange of experts programme aims to share knowledge, experiences and lessons learned between the civil protection stakeholders. It aims to provide opportunities to gain experience on how different organisations/national and regional mechanisms and systems operate and to learn from each other's techniques, approaches and processes.

Mapping and supporting participation in existing regional, sub-regional and EU forums aims to link participants to wider, existing, networks and fora that will

sustain and go beyond the duration of the PPRD East 3 programme. A more detailed mapping of the existing networks will be carried out during the assessment phase of the programme, meaning during the first 6-months after the inception phase.

The quality of knowledge transfer within the programme; the new capabilities, protocols and procedures developed in other work packages of the programme need to be tested and, subsequently, evaluated at a certain point of their development and implementation. This will provide an opportunity to gain insight and evidence on how the educative and knowledge transfer processes applied were or were not successful and where potential gaps are. In order to test those mid-term achievements across the entire thematic scope of the programme, the programme will organise a full-scale exercise (FSX). In order to evaluate the mid-term achievements, the programme will conduct evaluation of the FSX results through the lessons learned process, i.e. by organising of a LL-workshop. Additionally, the FSX will test the quality of the PCs' response capabilities, their interoperability and efficiency in a close-to-real-life emergency.

The Exchange of Experts Programme consists of short-term study visits. The exchanges will be organised on different levels (operational/tactical/strategical; national/regional/local) and with different stakeholders such as the research community, training centres, civil society, emergency responders and volunteers. The progress of the exchange of experts programme could be reflected among others in the stories or micro-narratives developed by the participants and the trainers. Further, a number of case-studies will be produced to document the progress along all work packages in the programme, providing thereby one of the critical knowledge transfer tools for the programme. The thematic areas of exchanges will be defined based on the inputs from the Technical Advisory Meetings and findings from the PPRD East 3 work packages. The programme will follow the guidelines of the UCPM Exchange of Experts Programme. Special attention is paid on reporting on the exchanges in order to ensure the dissemination of findings and results and to increase the application of best practices in home organisations.

Mapping and supporting participation in existing regional, sub-regional and EU forums will be conducted as a desk study in order to identify the existing regional, sub-regional and EU forums and to support access to other external networks and sources of information.

### **Full Scale Exercise**

Although the execution of the FSX is planned in the second half of 2022, an exercise planning team will be established early in the programmes implementation phase with the aim of setting up close working relations amongst its members. Thus ensuring a seamless start of the FSX planning and preparation process in the

beginning of 2022. The team will include the programme's Key Expert for exercises, exercise planning experts from all six PCs and experts with specific tasks relating to the exercise planning and preparation (logistics, customs, exercise control, communications, safety & security, working sites preparation, evaluation, and HNS).

Aiming to provide PCs experts an opportunity to work with the experts from the Member States and UCPM Participating States and thus to obtain the first-hand experience in preparing, organising and conducting the FSX, the programme expects that the latter experts will be provided by the PCs, and in particular by the PC hosting the exercise. To give the participating teams/modules an opportunity to learn from the experience of the EU experts, each PC participating team/module will be accompanied by an experienced EU expert in a role of a team trainer.

The programme will officially request all Partner Countries to consider their willingness and capacity to host and co-organise the FSX. Based on responses from PCs and also taking into account various regional dimensions a suitable host country will be selected. The full-scale exercise will be evaluated in order to identify and define recommendations for further improvement of the national emergency response systems. The evaluation process will start immediately after the full-scale exercise by organising a hot wash-up meeting followed by a LL workshop later on.

Since the FSX is planned as a joint exercise and event week enabling participants to learn, apply and review during the event, part of the educative actions will be conducted as a part of the full-scale exercise through several seminars and workshops on selected topics and for targeted stakeholders. To enhance ownership of programme outputs and strengthen sustainability of the actions, a majority of the seminars will be conducted in cooperation with local partners. The workshops and seminars aim to bring together a diverse set of expertise from the EP countries, UCPM member states and different regional fora.

Three planning conferences will be organized for the implementation of the FSX. All three events will be hosted by the PC hosting the FSX. :

- **The Initial Planning Conference (IPC)** will decide on the scope of the FSX based on the actual disaster risks of the host PC. This will ensure a high level of scenario realism. Based on the agreed tentative scenario the PCs will indicate their desired level of participation, the type of teams/modules and the subject areas they are particularly keen to train. The objectives and desired results of the FSX will be defined during the IPC.
- **The Mid-Term Planning Conference (MPC)** will seek to obtain commitment from the PCs on the composition of the participating teams, and from the hosting PC to ensure full support for the exercise, including smooth customs procedures for incoming international teams, and their logistic and HNS support. In addition to the PCs, one or two UCPM PS will be expected to participate in the MPC, as well as representation from



the Emergency Response Coordination Centre (ERCC). At the MPC, final decisions will be made concerning the timing and the venue for the exercise, the scenario, the participating teams, and the procedures for the Exercise Control (EXCON). On this basis, a detailed scenario, and a Master Scenario Events List (MSEL) will be developed prior to the Final Planning Conference.

- **The Final Planning Conference (FPC)** will conclude all FSX arrangements. The pre-selected evaluators from the partner countries will have a special training session covering evaluation methodology, data collection and the identification of lessons learned. The pre-selected team of trainers will be briefed about the FSX scope, its objectives, composition of the participating teams, modules, and about their own tasks and mandate.

The FSX will be preceded by the regional table-top exercise and will be concluded by the lessons learned workshop as explained below:

### **Regional Table-Top Exercise**

The regional table-top exercise will be organised before the regional full-scale exercise as a lead-in event to the regional full-scale exercise. This will include a disaster pre-alert, simulation of a major disaster on the territory of the PC hosting the FSX, request for international assistance through the ERCC, activation of the UCPM, offers of international assistance, communication amongst the affected country, the ERCC and countries offering assistance, planning of deployment of international teams. The exercise will end by an agreement on the teams deployment plans between the affected country and assisting countries.

### **Regional Full-Scale Exercise**

The full-scale field exercise is suggested to take place in the second part of October 2022 in the location identified and agreed on by the PC hosting the FSX.

All PCs will participate. In addition to teams from the PCs, teams, or groups of technical experts, from UCPM PS will be invited. It is expected that a EUCP Team (including ERCC liaison officer), the ERCC and the 24/7 operational centres in the Partner Countries will participate in the exercise. A large group of role players and exercise staff will be involved in the exercise injects. This group of people will consist of experienced professionals from various local organisations and authorities. In order to ensure realistic exercise, most role players will represent their own organisations. This promotes the understanding of international assistance and HNS for the participants and other relevant agencies and organisations in the hosting area. Examples of real role players could be: local politicians, police, health care, municipality crises management, local rescue services, etc.

A tentative agenda for the full-scale exercise is the following:

- Arrival of teams, establishment of Base of Operations (BoO) and On-Site Operations Coordination Centre (OSOCC);
- Exercise activities, including night operations;
- Hot wash-up, seminars, workshops, closing dinner;
- Final activities, presentation of certificates, departure.

It is expected that high-level observers from the Partner Countries, States Participating in the UCPM and the European Commission will be present, for which purpose VIP and observers' programmes will be prepared.

### **Lessons Learned Workshop**

In December 2022, the Programme will organise a LL-workshop to conduct an overall evaluation of the full-scale field exercise, which serves as the mid-term review instrument, and to identify best practices and lessons learned. The workshop will address in-depth the possibilities of converting the LL into concrete recommendations for revision and possible amendment of existing plans, procedures, and, if necessary, legislation. The participation of the leaders of each rescue team, the team trainers, the evaluators, the host nation representatives and the leader of the EU CP Team mobilised by the ERCC, as well as ERCC representatives will be particularly important.

### **Links with other WPs:**

The Exchange of Experts Programme is closely linked with work package B: Knowledge management and work package E: All-of-society civil protection, as particular focus for the programme will be to reinforce training capabilities developed in work package B, as well as on stakeholder inclusion as explored in work package E. All the work packages deliver inputs on the thematic areas that the exchange of experts programme should address.

Mapping and supporting participation in existing regional, sub-regional and EU forums is linked with all work packages: it can provide information on existing networks that can be utilised within each of the work packages, and also all work packages can help in identifying relevant existing forums and initiatives.

The full-scale exercise and LL workshop are linked to all other WPs of the PPRD East 3.

## **Work package G: Early Warning Systems**

This work package will focus on the strengthening and development of Early Warning Systems.

**The expected outcomes are:**

- Early-warning systems are improved with the support of the scientific community.
- Stronger national analytical capabilities, multi-risk assessments and planning covering both prevention and preparedness are developed.

Following the detailed country assessments done during PPRD East phase 2, a set of recommendations was advanced for each of the partner countries. Those became the key for the development of national roadmaps and guided the second phase of the programme for its 4,5 year implementation period. Most of the recommendations called for the improvement of sectorial aspects which concur, intertwining among each other, to the establishment of efficient national EWS and of their management. Consortium partners and PCs drafted and, in some cases adopted, guidelines and legal acts in areas such as Flood Risk Management (FRM), Disaster Risk Assessment (DRA), Disaster Loss Data (DLD) and civil protection volunteer management. This Work Package will give continuity to the efforts exerted under phase 2 by supporting beneficiary countries in consolidating Early Warning Early Action (EWEA) procedures.

The main goal of WP G is to support the development of the necessary capacities and procedural frameworks needed to enact anticipatory actions to reduce the impact of specific disaster events. It will focus on consolidating available forecasting information, hydrometeorological and forest fire events being the main focus of the action, and supporting civil protection authorities to draft emergency plans to make sure that civil protection authorities, at all levels, act when a warning is at hand. To this end, additional efforts will be placed on the analysis, development, and testing of coherent communication flows from National to local level and vice-versa. This activity concurs with Sendai Global target G: “Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to the people by 2030”.

Furthermore, given the COVID-19 pandemic outbreak and its impact on the whole society and its vital systems, including its civil protection system, the project will provide support in creating a knowledge hub where lessons learned and can be shared and disseminated. The aim of this action is to generate critical knowledge needed to introduce pandemic scenarios into emergency plans to better face future emergencies.

**WP G 3-step approach**

**Step 1:** Assessment of the current institutional and legal framework on Early Warning System (EWS), Flood Management and Civil Protection and further develop the National EWS Legal Frameworks toward the approximation to EU Acquis.

**Step 2:** Strengthening of the existing EWS framework based on results obtained under step 1. This second phase will focus on developing capacities of local stakeholders in obtaining the required competences with learning-by-doing and continuous mentoring approaches. Synergies will be developed with existing initiatives (Multi Hazard EWS from the World Meteorological Organization (WMO), EFAS and EFFIS models and forecasts from EC, etc.). Under this step the consortium will support the creation of guidelines and SOPs needed to facilitate the communication flow between stakeholders.

**Step 3:** Fine tuning and exploitation of the step 1 and 2. The last phase will concentrate on the adjustment of the procedural framework developed under step 1 and 2.

In the first year, programme experts and national authorities will operate at national level analysing, revising, testing laws and procedures in force and those adopted since the end of PPRD East 2. The resulting overview will create the baseline needed to operate at legal and institutional level to strengthen national EWS in the prevention, preparedness and response phases. This will generate a stakeholder map clarifying responsibilities, tools, means and capacities and providing the full spectre of authorities and institutions operating within the CP system. Results of PPRD East 2 demonstrate sub optimal levels of information sharing within the target countries CP systems, thus hampering effectiveness and realization of full potential. Those refer mainly to hydrometeorological monitoring data (useful for multiple purposes), hazard and risk static and dynamic information (maps and models).

Pooling all the capacities present in the countries will ensure that information and knowledge are circulated amongst stakeholders providing the necessary dataset needed to enhance the link between Early Warning and Early Action (EWEA) through Impact-Based Forecasts (IBF). To be able to perform IBF, CP authorities in fact need to have specific and detailed knowledge of the impacts of a potential hazard. Thus, the societal structure, its composition, the Points of Interest in a specific territory (Industries, commerce, strategic infrastructure, etc.), viability networks and all elements that concur to the evaluation of risk need to be coupled with numerical prediction models used in the forecasting phase. To achieve this goal, a multi-stakeholder approach, inclusive of scientific institutions needs to be adopted to support Civil Protection authorities in the evaluation of potential impacts of hazards in determined areas.

To this end pilot areas (1 per country) will be chosen together with National Contact Point. These will be the theatre of action for the following years of work. Local emergency plans will be analysed and upgraded. The latter part of the programme activities implemented under WP G will in fact provide the needed expertise to

support CP authorities in the development of laws, guidelines and SOPs needed to enact the EWEA strategies into emergency plans at local level (within the pilot areas). Given the information provided by WP H and the work done under WP A, C and D efforts will be focused on the 6 pilot areas allowing to create replicable good practices that will serve as example for other municipalities in the partner countries.

More specifically, during the inception phase, based on team input and partners discussions, the specific activities of the WP G have been re-organized as follows:

### **Technical Advisory Meetings (TAM) – EWS Assessment**

In place of the TAM, impossible to implement due to COVID-19 travel limitation, the assessment activity will be implemented through meetings held online. To facilitate the acquisition of results, an assessment tool, developed in coordination with all consortium partners, will supply an analytical basis helping the classification and reading of the indicators. Expert meetings will be held to gather feedback. The tool will be designed to help with the analysis of country needs, weaknesses, and strengths upon which to build. The tool will be an essential source of information for the development of the baseline TTX, which should be developed based on existing SOPs and laws, and for the choice of 6 pilot areas upon which WP G, C and H will work.

The assessment tool will analyse the 4 main areas composing an EWS (WMO 2018):

- Disaster risk knowledge
- Detection, monitoring, analysis, and forecasting
- Dissemination and communication
- Preparedness at all levels to respond to disasters

In addition, a specific focus on Multi-hazard planning and response strategy including COVID-19 and, in general, health related issues will be developed ad hoc.

### **Improvement of EWS and Civil Protection Legal and Institutional Frameworks**

Support to national line-ministries and institutions to revise or develop legal acts on EWS based on the results of WP G.1 and of the first round of TTXs. This activity will be conducted in coordination with WP H and F, granting inclusion of both academia and civil society (specifically, volunteer organisations) into the elaborated strategies. The activity will promote the development of a national recommendations for the operationalization of EWS protocols supporting the development of national guidelines. Given Covid-19 related travel restrictions most (if not all) of the activities will be done online. Meeting with designated NFPs will

be organized to design TTX scenarios and define strategic dimensions of pilot actions.

### **Regional workshop – Roadmap**

Following the first assessment phase and the analysis of TTX results a regional workshop will be held to define the follow-up of the programme focusing on:

- Inclusion of EWS elements in emergency planning and definition of possible synergies with other ongoing activities
- Stakeholders meeting, programme roadmap definition, requirements collection
- Definition of checkpoint, milestone validation, feedback and further developments
- Programme monitoring and evaluation
- Specify contents of workshops and promotional events.

The roadmap will also have a specific focus on the 6 pilot areas chosen by the beneficiary countries thus framing officially the strategical dimension of the intervention in terms of strengthening of EWS.

### **Improvement of emergency planning using a multi-stakeholder approach**

The overall goal of this activity is to improve the capacity of national and local authorities to develop Civil Protection emergency plans using participatory and multi-stakeholders approaches. The PPRD East 3 consortium will support national Civil Protection agencies and line ministries to update and/or develop National emergency planning guidelines by integrating all procedures and information elaborated under WPs A, B, C, D, E, H and F. This WP will focus on the National dimension and create the working environment necessary for the development of the following WPs which are rooted at local level. Efforts will be placed to extend this process to civil society and academia which inclusion is of paramount importance for developing an efficient EWS.

### **Ensuring interoperability of different data sources**

This WP envisages to support identified stakeholders in pooling all the existing and useful data needed (i.e. automatic weather station networks, data gathered by local volunteers, GIS data, etc.) for the forecast, monitoring and response phases. This WP will focus more on the policy aspect rather than on technical operations, however, if deemed important and if within programme budget, minor technical interventions can be planned under this activity.

## **Operationalization of EWS procedures**

Standard Operating Procedures (SOPs) are crucial both for the evaluation of hydro-meteorological conditions and for properly communicating among different actors during emergencies. PPRD East 3 will support Civil Protection authorities in developing SOPs for the evaluation of hydro-meteorological conditions and to further improve the cooperation between the civil protection and the scientific community.

This action will be implemented in 2 steps:

- Provision of technical assistance for the development of common alerting standards in line with European standards and EU good practices (Meteo and hydro-alarm).
- Codification of thresholds and relative triggers that will enact operational phases and communication strategies before and during emergencies.

The first phase will focus on the National level while the second focusses on the local level targeting the 6 pilot areas.

## **Tailoring of emergency plans**

Codification of operational procedures integrating EWS data and subsequent communication protocols to the population will be focus of this activity. A team of experts will support technical advisory group instituted under WP G.2 to fully integrate risk scenarios (WP H), participation of the civil society and academia (WP E), response capabilities (WP C) and all the operative trainings implemented under WP B into the 6 case study emergency plans.

The case studies will be tailored upon local needs following national regulations and SOPs developed under WP G.1 to WP G.6. 6 National workshops will be held at the end of year 3 serving as a midpoint between the regional exercise (WP C) and the final round of TTX (WP A) to set targets that need to be met by the end of the programme to ensure full uptake of the dispositions of the plans.

Given the important impact of COVID-19 on DRM, specific actions will be developed to consider health related issues in response plans and awareness raising actions. These activities will not be directly linked to the COVID-19 response per se but will correspond to create the emergency planning setup and mind-set needed to ensure that Civil Protection authorities will be more resilient in facing future pandemics.

## **Links with other WPs:**

- WP A: This WP is tightly linked with other WPs as it will benefit from the TTXs to be organized under the WP A, but also inform and will be

informed from the activities to be carried out under all other WPs. WP G will provide the results of the assessment (activity G.1) and support in the design of the TTXs. The results will drive trainings and capacity building activities emphasizing the main needs per each country.

- WP B: trainings will be designed in coordination with ESAF to ensure standardization of educational material, of training methods and of the tools/platforms used.
- WP C, D, E and H: providing information on the national institutional and legal framework that regulates the functioning of the EWS will be an asset for the actors involved in WP C and D. Coordination between WPs will be also important while working on local emergency plans in the 6 pilot areas which will be the same for WP G and H.
- WP F: possibly the field EXE will take place in one of the pilot areas allowing practical testing of the activities implemented in the project.

## **Work package H: Risk Management Capabilities**

### **The expected outcomes are:**

- National capacities for Disaster Risk Assessment and production of Disaster Loss Data are strengthened.

The identification and characterization of risk components should play a central role in the definition of DRM plans. Priority 1 of the Sendai Framework for Disaster Risk Reduction highlights that “Disaster risk management should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment. Such knowledge can be used for risk assessment, prevention, mitigation, preparedness and response.” Starting from this, it is evident that a proper evaluation of risk components plays an important role when defining procedure for the different phases of the disaster management cycle, but also with reference to different spatial scales from national to local levels.

Nevertheless, it is important to underline that two different objectives and two different spatial scales cannot correspond a unique typology of risk information. Even if we are always looking at the same reality (in terms of risk components such as hazard, exposure and vulnerability), the scopes of risk assessment (i.e. long or short term planning) have to be defined in order to give useful information to the decision makers. For instance, a strong CP planning process starts from the development of relevant and valid risk scenarios, able to assist the decision-makers in the definition of both preparedness and management actions. To such end, planners should define risk scenarios considering the most representative event scenarios for the area under consideration. Also, such scenarios must be able to



capture the spatial and temporal information to be used to quantify the required intervention resources and to define the most efficient actions. Activities relevant to DRA thus need to strike a balance between the need of organizing information in an objective-oriented way, and the need of internal coherence of this same information. In this framework, it is important to fully integrate DLD in DRA ; DLD contains very valuable information on occurred disasters that should be integrated into a comprehensive risk assessment to provide inform potential scenarios of future events to be applied in the different stages of DRM.

The process of defining suitable instruments that are both objective-oriented and able to guarantee coherence of information can build on already existing ones; among them, the guidelines on risk assessment and mapping that have been developed by the European Commission for facilitating the countries participating to the UCPM mechanism in preparing periodic NRA. In fact, decision No 1313/2013/EU on UCPM calls EU MS and PS to develop risk assessments periodically and make the summary of their NRA available to the EC as a way to reduce and manage disaster risk in Europe. Close collaboration with JRC is envisaged towards learning from the EU best practices on NRAs.

Within the UCPM, NRA development is the first step of a process that continues with risk assessment capabilities, with the final objective of defining risk management plans. This introduces the unequivocal connection between risk assessment and risk management capabilities; in fact, risk assessment is able to define the ground (e.g., the reference scenario) for measuring risk management capabilities; at the same time, risk management capabilities cannot be completed without taking into account the capability of performing risk assessment. Specific attention is dedicated to this issue in the risk management capability assessment guidelines (2015/C 261/03). In this context, methodological aspects are fundamental, but they are accompanied by other elements that cannot be neglected, among them the proper positioning of risk assessment in a more general framework, defined at national level or to a more suitable sub-national one.

A comprehensive work on risk assessment should encompass:

- A focus on objective-oriented assessment methodologies, able to provide risk information suitably feeding risk plans in the different stages of risk management cycle;
- A focus on information coherence among the national and the local level of analysis, taking into account the proper information on disaster losses, as well as the tools for organizing such information at different levels;
- Attention not only on the methodological issues, but also to the capacities of national and local institutions for risk assessment and mapping, including scientific communities and other stakeholders

- The inclusion of the evaluation of climate change and socio-economic development in the risk assessment and an approach that look at gender sensitive and human rights dimension.

### **The general rationale of the intervention is composed by three phases**

The first phase will be dedicated to the definition of a baseline for all the Countries; the existence and level of application of guidelines for DRA at different spatial scales will be investigated, together with the overall capability of the PCs to develop risk information. The baseline will be defined using specific performance indicators. This phase will benefit from the baseline TTX, which will be used for preparing the baseline on the PCs capability to develop risk information.

The second phase will be dedicated to the preparation or the first release of the different methodological tools and regional and national guidelines:

- Definition of regional guidelines taking stock of existing guidelines on NDRA and integrating DLD. The main objective of such guidelines will be to ensure comparability of risk information in cross border area and in line with EU and International Good Practices. Special attention will be paid to the cross-cutting issues gender, human rights and diversity and environment/climate change impact. In addition, these guidelines will also act as a regional umbrella for defining the interlinkages among the different spatial scales of risk assessment. It is expected that all the Countries participate to this activity.
- Definition of National Methodologies for NDRA and Local DRA adapting the regional guideline to the national and local context; more precisely, the national methodologies will define specific elements such information to be included into risk scenario, thresholds, for the definition of the Scenarios, risk matrixes, template for Risk Scenarios, etc.).
- Support for the preparation of risk scenarios at local scales for the pilot cases (when dealing with floods or forest fires). This activity will also be used to define the risk assessment methodologies at local scale.

In addition, in the second phase WP H will start the support to the PCs for the preparation of NDRA according to already existing guidelines (if any), or to the national guidelines developed within PPRD East 3. The support will be carried out mainly in collaboration with the WGs, through evaluation and update missions (conducted remotely as long as COVID-19 restrictions apply) and desk studies.

WP H, in collaboration with WP B, will explore the possibilities for supporting the establishment of a knowledge hub for NDRA: definition of ToT at regional and national level on DRA integrating DLD; development of e-learning modules dedicated to DRA integrating DLD. The participation to ToT activities at regional

level will be open to all the counties, whereas the one at national level will be defined according to single PCs interest and commitment.

In the third and final phase the WP H will focus on the review and consolidation of all products developed within the previous phases of the activity, in order to come to the finalization by the end of the program.

#### **Links with other WPs:**

- RA for informing National Planning - WP G.
- Local risk scenario for pilots, WP C and WP G.
- Risk Assessment capabilities as elements of DRM capabilities, WP C and WP G.

Tools and methods developed/adapted within the work package are gender sensitive; gender and age disaggregation of data is applied whenever possible. Methods for integrating environment and climate change impacts (based on primary and secondary environmental risks in both societal and nature-based perspectives) are integrated to DRA activities when applicable.

## **Summary of all WPs: the assessment phase**

Given the constraints caused by the COVID-19 pandemic and travel limitations, it was not possible for the programme team to visit the partner countries to shape the content of each WP adequately. To address this limitation, the first six months of the programme implementation will be dedicated to the comprehensive assessment of the civil protection system in each PC. The assessment is planned for the period of February – June 2021, while the feedback to the PC is to be implemented during the months of July-August 2021.

The **purpose** of the assessment phase is to carry out a comprehensive assessment of the civil protection system in all six partner countries in order to (a) inform the scope of each WP to be implemented in each PC over the whole duration of the programme; and (b) to provide the baseline for the PPRD East 3.

The **approach** to the assessment is based on the following three principles:

- **Systems based:** is an approach that allows understanding the complexity of the PPRD East 3 programme as a system and its elements, i.e. the relationships, interactions, and context of each WP geared towards a common purpose of realizing the specific objectives of the programme. Therefore, the assessment will be organized using one unified framework for all WPs.
- **Results-based:** is an approach that ensures that the assessment phase is geared towards the achievement of the programme outcomes. Therefore,

the assessment findings will deliver detailed gap analysis on each thematic area so that this informs each WP in each PC.

- **Built upon PPRD East 2:** is an approach that ensures the continuation of the PPRD East programme from phase 2 to phase 3.

There are five stages planned for the assessment phase:

- (i) **Preparatory stage:** During this stage, a *unified assessment framework* will be developed across all WPs. The work will be carried out by the programme expert team. The intention is not to explicitly link the assessment framework to each WP but rather to develop a unified diagnostic tool that would be possible to use at different moments during the programme implementation: at the beginning, at midpoint, and at the end of the programme. The baseline and end-line assessments will be organized by the programme expert team in close collaboration with the experts from the PC. The baseline assessment will inform the programme, while the end line will be used to design the programme exit strategy for each PC. The mid-line assessment instead, will be aligned with the programme mid-term review. The PCs will be offered an opportunity to run a self-assessment using this tool to critically review the progress they made within the programme and therefore, to further correct the course of action for the remaining period of the programme implementation. The framework will be translated into Russian to ease their application in each PC. The universality of the tool should allow for its further application by the PCs beyond the PPRD East 3 programme.
- (ii) **Preliminary assessment stage:** During this stage all KEs will carry out a preliminary assessment of all priority areas of the PPRD East 3 programme in each PC using the unified assessment framework. The purpose is to understand the context, needs and capacities of civil protection system in each PC in details.
- (iii) **Scenario development table-top exercise (TTX):** During this stage the NKEs will develop an assessment scenario to be used in all PC as a TTX with the purpose to prioritize the needs identified during the preliminary stage. The prioritized needs in each PC will constitute the scope of each WP and be addressed within the PPRD East 3 programme. This exercise too will be carried out in close collaboration with all KEs.
- (iv) **Assessment TTX in each PC:** During this stage one TTX will be organized in each PC to actually apply the scenario developed during the previous stage and create a list of priorities to be translated into actions under each WP for the programme realization over the whole duration of the programme.
- (v) **Feedback stage:** During this stage, one final presentation will be organized in each PC to present the detailed action plan of the PPRD East 3

programme. Also, during this stage the programme will update its full action plan, budget, and if relevant LFA to reflect all findings from the assessment phase. The dashboard with the results will also be created and treated with all due confidentiality. This will be used to visualize the baseline per PC and further progress along the programme implementation.

## Monitoring and Evaluation

The Monitoring and Evaluation (M&E) system for the PPRD East 3 programme aims at serving the main purposes of promoting results accountability, continuous learning for programme adaptability, steering and risk management.

The M&E framework (Annex 3), developed during the inception phase, presents the overall approach of the programme M&E as well as guiding principles, roles and responsibilities.

### Guiding principles

Planning, monitoring, and evaluation are not separated events but are designed to be cyclical, with one feeding into the other. Thus, the programme M&E is regarded as an integrated part of the programme management and implementation. The programme M&E feign from the principle of M&E as everyone's responsibility, with the ultimate responsibility laying with the programme management and the Consortium, as part of its responsibility to implement the programme.

The M&E plan is guided by the principle of participation, which implies that all M&E activities are implemented in a participatory way. This means the involvement of national stakeholders from the partner countries to the extent possible, regional stakeholders, consortium members, the EC, and the programme expert team.

### Intended users

The intended users of the M&E information and analysis are primarily the programme expert team, programme management, the consortium coordination group and the steering committee for learning, adaptability and programme steering, along with reporting and accountability upwards toward the programme funder, the European Union, and horizontally to programme partners and other key stakeholders. Moreover, the monitoring will be used to enhance partnership dialogue with the PCs.

## **M&E approach**

To emphasize the outcome-based focus of the M&E, the programme will use two complementary approaches for the monitoring of progress and results. The Logical Framework Approach (LFA) is the foundation for the M&E system of the programme, whereby the outputs will be tracked and measured through monitoring processes, while the outcomes will be measured through outcome harvesting methodology. Outcome harvesting serves as the tool to capture changes in behaviour and practice and will also serve to capturing emerging or unexpected outcomes.

By combining output monitoring and outcome harvesting with the focus on three areas (i.e. programme results, programme strategies and the programme as an organisational unit), the M&E system supports the programme to understand what, how and why change happens in the specific context. It also allows analysing and understanding which strategies and actions are effective to support change in this context, where the programme becomes a part of that context. The regular monitoring sessions will carve out space to continuously reflect on progress, programme strategies and working modalities and make necessary adjustments to constantly adapt and increase the programme's contribution to outcomes.

The mid-term internal review of the programme progress is planned by the programme team towards the end of the FSX. In addition, two external evaluations to be contracted by the EU are planned at mid-term and towards the end of the programme. The evaluations will assess the progress and the results achieved by the programme and provide recommendations for its further implementation and lessons learned to be used within the programme or in future programming, serving thereby as a tool for both learning and accountability. Regular, semi-annual M&E reports will be produced to guide the programme implementation.

For further insight of the programme M&E system please turn to the M&E framework in Annex 3.

## **Cross Cutting Issues**

The following sections on Environment, Gender and Human Rights aim to introduce the approach taken by the PPRD East 3 programme towards the integration of its major Cross Cutting Issues (CCI) across the width of its work packages. While valuable initial contacts were established between the programme and relevant counterparts in the PCs, the given time and distance related constraints have lead the programme CCI experts to rely in large part on secondary data for their analysis. Thus the inception report provides a broader, less country focused

analysis with the aim of providing the architecture through which CCIs will be mainstreamed into all relevant programme activities, starting during the first six months assessment phase.

## Environment

The integration of environmental perspectives in PPRD East 3 includes two main approaches. Firstly, environmental issues should be integrated in programme activities in terms of how environmental challenges impact and relates to the DRM cycle and the different work package's scope. Secondly, environmental footprint should be considered in order to minimize negative impact from programme activities and implementation. The objective of the environmental analysis is to integrate the perspective in the programme and to provide a baseline profile for each partner country with common denominators in the field of environmental issues. Specific objectives are to identify environmental challenges, including existing risks and vulnerabilities, especially in the light of global warming. In the environmental assessment report (Annex 5) an overview of each country will be presented, however the aim is not to compile a complete image of all environmental issues and risks in the partner countries, there is a lot of additional research needed to immerse the knowledge of each country.

Climate change and its effects have an ongoing impact and several projected consequences in the partner countries. Climate change adaptation measures and means to manage environmental risk as a consequence of climate change needs to be addressed. The partner countries face a number of environmental risks and important sectors in focus for disaster risk management that are relevant in all countries, are e.g. energy, agricultural and water security. In addition to natural hazards, technical or man-made risks are exposed even more as a consequence of climate change or unsustainable use of natural resources, e.g. forest resources or mining.

On the national level institutional capacity and legal frameworks that are in place could benefit from higher degrees of implementation. On the international level a number agreements have been signed by the PCs e.g. the Paris agreement and the NDCs (Nationally Determined Contributions, in accordance with the Paris Agreement). They provide a base for coming climate work with the aim of building resilient societies.

The following section presents key recommendations for integration of environmental perspectives into the programme. The full environment assessment report is to be found in Annex 5. In Annex 6 a road map is presented on how to formalize the integration of both environmental perspective and gender and human rights, as cross cutting issues in the programme.

## Key recommendations to the programme implementation

- **Consider environmental perspectives** during planning, implementation and evaluation of TTX. The table-top exercises will provide valuable input on PCs capacity for integration of environmental parameters in the DRM cycle. The environmental assessment report will provide background, inspiration and input in terms of identified natural risks and other circumstances that could be of use when e.g. designing exercise scenarios.
- **Involve environmental perspectives** in planning, implementation and evaluation of FSX. Also in this case the environmental assessment report will be a useful reference. The exercises provide an opportunity to further assess PCs capacity of environmental integration in the DRM cycle and how it is developed during the project. Projected risks as a consequence of climate change should be trained and highlighted in exercises.
- **Review inclusion of environmental aspects** in DRM, including risks, consequences and capacities. What risks are included in DRA, DLD, how are climate change impacts considered and which adaptation measures have been taken?
- **Tailoring of environmental mainstreaming** into trainings based on individual PC needs and capacities implementation of environmental mainstreaming in training is an option. In accordance with work package output the themes could include connection between environment, climate change and DRM. Generic material about environment and DRM can be provided but also specific e.g. focus on CBRNE or climate change risks.
- **Reviews of national emergency plans** from an environmental perspective and could also be included in workshops. Focus here is, in accordance with work packages output, to evaluate how measures are taken in emergency response plans on how to minimize environmental impacts. But also capacities to manage e.g. environmental emergencies could be included.
- **Considering own environmental footprint** in programme when travelling, choosing accommodation, there might be a possibility to develop programme policies concerning these parts.
- **Actively communicate and highlight** how environmental integration has been done, lessons learned and contributing to quality of programme. Measures could be taken to minimize environmental footprint of communication activities, such as the final conference.
- **A detailed plan** for each WP will be designed in combination with a guideline document.



## Gender and Human Rights

The aim of the gender and human rights assessment report (Annex 4) is to identify and provide recommendations of key gender and human rights issues to consider and entry points for integrating a gender-sensitive and human rights based approach in the design and implementation of activities in the programme.

Secondary information on the specific risks and vulnerabilities of different groups in disasters was not readily accessible for all the countries. However, based on available information and the knowledge that unequal social norms that exist before crises often are exacerbated when a disaster strikes, findings suggest that the diverse needs, vulnerabilities and risks of certain groups should be given special attention to in the programme. These groups include women (especially elderly, disabled, rural, poor, Roma, migrants and conflict-affected women), children and youth, elderly, people with disabilities, LGBTIG individuals and other minority groups, such as Roma populations. Examples of gender related effects of disasters to consider in DRM planning and response include increased workload for women and risks of gender-based violence (GBV).

Legal framework and action plans to promote gender equality and human rights are in place in all PCs. However, to a varying extent and the need to speed up implementation to reach results was identified in all PCs. The integration of a gender-sensitive and human rights based approach into DRM policy and strategies also varies between the countries.

An institutional machinery to promote the integration of gender equality and human rights into state policies and programmes is under development in all PCs. However, there is a need to strengthen these structures' capacities for example in relation to financial and human resources and their power to hold responsible government entities accountable to their commitments. In some of the PCs, there are existing platforms and networks gathering actors in the government, civil society, private sectors and academia to promote actions on gender equality and human rights. Their engagement in DRM processes is yet unknown, but could function as an important local source of information on gender and human rights.

Although it is too early to establish PC DRM actors awareness on how to implement a gender-sensitive and human rights based approach into DRM processes it is apparent that there are cases where these issues are addressed in policies and strategies. Knowledgeable and committed individuals that can play an important role to strengthen DRM actors' capacities on gender and human rights in DRM are likely to be found in all the countries and should be identified and engaged to support actions ahead.

The integration of a gender-sensitive and human rights based approach into methods for collecting and analysing disaster risk and loss data is key to understand the diverse risks, needs and priorities of different groups in the population. This is

also key to inform effective and needs based prevention, preparedness, response and recovery efforts, such as in awareness raising campaigns and the development of Emergency Response Plans. The extent to which such an approach is integrated, for example by disaggregating data by sex, age, disability and other factors (in accordance with recommendations in the Sendai Framework), was not possible to establish in all PCs. However, in some PCs, initiatives to strengthen methods seems to be on-going. This should be further investigated in the implementation phase of the programme and on-going initiatives should be strengthened in this regard.

In all the PCs, women are generally concentrated in traditionally “female” occupational areas, such as education, health care and social security, and at lower levels in organisations. Information on the share of women engaging in the DRM sector has not been readily available. Since DRM sectors traditionally have been a male dominated spheres, this is an important area to investigate further during the implementation phase of the programme. Through statistical follow-up of participants in programme activities, such as trainings, exercises and in volunteer networks, this will be visible and promotion to reach gender balance can take place.

### **Recommendations to the programme implementation**

In this section, recommendations to ensure the integration of a gender and human rights perspectives in the design and implementation of activities under all work packages are presented. To operationalise these recommendations, support from a Gender Advisor will be provided to the key experts and partner countries throughout the programme. A strategy for how the support will be formalized is presented in Annex 6; *Road map for integrating of cross cutting issues into the programme.*

- **Utilise local knowledge and promote diversity among involved stakeholders** in relevant programme activities. For example, when developing inter-institutional coordination mechanisms, awareness raising campaigns, early warning systems, emergency response plans and risk management methods. This would include involving and facilitating partnership between DRM actors and existing gender and human rights ministries, organisations and research institutions. Where platforms gathering actors to facilitate joint efforts on gender equality and human rights exist, assess their level of engagement in DRM processes and promote opportunities to strengthen their involvement.
- **Engage existing gender and human rights working groups within the DRM agencies/ministries** in programme activities. To assess and further strengthen their capacities to integrate a gender-sensitive and human rights based approach in DRM processes. In countries where no structures have been identified, further investigate whether institutional arrangement exists. If not found, consider supporting the development of such structures.

- **Utilise training and exercise activities within the programme to raise awareness** among DRM actors on how to implement a gender-sensitive and human rights based approach into DRM. For example, this would include integrating gender and human rights aspects into scenario development and course curricula. Gender-inclusive and participatory pedagogy should also be applied to ensure all participants can engage on equal terms.
- **Ensure training and exercise arrangements are safe and accessible** to all participants, including women and men of diverse ages, abilities and social backgrounds. In addition, promote that **feedback and complaints mechanisms are established** to ensure participants can influence the implementation of activities and highlight misconducts/failures.
- **Strive towards gender and diversity balance among participants in programme activities**, for example in trainings, exercises, volunteer networks and the exchange of experts programme. This will include promoting female participants, participants with disabilities and of diverse ages and backgrounds. It is recommended that early in the implementation phase develop a strategy to promote women's participation. This should be done in consultation with local government and civil society actors with insights in the challenges that women face in the labour market and in community engagement work.
- Promote that the **development of tools, strategies and plans for emergency response planning and early warning systems** take into account the diverse needs, risks, priorities and capacities of different groups in disasters. Strengthen the capacity of DRM actors to collect and analyse data disaggregated by sex, age, disability and other relevant factors, and to use this data to adjust interventions to reach the whole population and leaving no one behind.
- Promote that the **development of methods to strengthen national analytical risk management capabilities** take into account how different groups in the population experience risks and are affected by disasters differently. Support DRM actors to strengthen the collection and analysis of data disaggregated by sex, age, disability and other relevant factors. Tap into on-going initiatives within this area in the countries and support their progress. In countries where no initiatives have been identified, support responsible actors to initiate such work.
- In the **development of communication strategies and public awareness raising campaigns**, ensure messages are adapted to meet knowledge gaps of different groups and reach all target groups within the population. Promote the inclusion of stakeholders representing a diversity of groups in the society in the processes. In the countries where national

communication strategies on gender equality exist, tap into these to ensure programme activities utilise existing knowledge and strengthen on-going initiatives in the countries.

## Visibility and Communication

Clear and timely communication about programme activities and results will foster vital visibility for the programme and streamline the cooperation among stakeholders. It will promote the programme and enable stakeholders and other target groups understand the impact of the programme and promote the contributing role of the partners. It will aid transparency and coordination between the consortia partners and the EU, as well as stakeholders and other initiatives. All written communication material will be in English and in Russian.

The programme has a dedicated communication officer who is working to ensure proper visibility and communication of the programme, as well as a public awareness key expert who will work with public awareness strategies in the partner countries. Both will work in close collaboration with the Team Leader to ensure a successful implementation of the communication activities. DG ECHO will be invited to open and participate in all activities and all activities will follow the EU visibility and communication guidelines for external actions.

### Communication and visibility plan

A Communication and visibility plan (Annex 7) has been produced and will be followed to ensure proper visibility of the programme. Its main objectives are information sharing and presentation purposes. Primary and secondary target groups have been identified. Inclusive partnership, gender sensitising and an environmental friendly approach will be implemented.

### Graphical profile

The PPRD East 3 graphical profile is essential for the programme's visual identity. The logo and graphical element is based on and developed from the previous phase 2 profile, in order to signal continuity of the programme and to be time-and cost efficient. The branding is kept: *Together for a safer future*

The fonts are broadly accessible and the blue colour is the same as the EU colour.

The logo shall appear on all documents, publications, websites and promotional materials during the programme implementation, in order to increase visibility and to facilitate the branding of communication products.

### **Social media presence**

Social media presence will be discussed and analysed throughout the programme cycle and will only be used when relevant to reach the objectives of the communication plan. A Facebook site has been set up during the inception phase.

### **Website**

A website is under development. It will include information about programme, activities, reports and news. Particular attention will be paid to language and style. A clear, simple and well consistent and precise terminology following EU standards will be adopted. The website will include links to the partners and a log in tool for the programme management and experts involved. The website is expected to be launched in January 2021.<sup>1</sup>

### **Press releases**

Press releases will be produced for main events and activities. A first press release was disseminated to all partner countries during the inception phase.

## **Sustainability Strategy**

This section explains the approach of the programme to ensure the long-term sustainability of its results with due considerations of the findings of the PPRD East 2 final evaluation and carefully designed exit strategy.

### **Summary of PPRD East 2 Final Evaluation**

The final evaluation of the PPRD East 2 was commissioned by EC and conducted by the external evaluator during November 2019-March 2020 period. The report provides useful insights on the results achieved by the 2<sup>nd</sup> phase of the programme, challenges faced and opportunities used along its implementation. It also provides a list of conclusions, lessons learned and recommendations that are useful for the design and implementation of the PPRD East 3. The detailed list of conclusions, lessons learned and recommendations can be found in Annex 10 of the inception report. The main conclusion of the final evaluation suggests that the sustainability prospects of most of the results are promising in terms of policy sustainability, institutional sustainability, but mostly unclear and apparently weak in terms of financial sustainability. In all six PCs there is an expressed will of the national stakeholders to continue cooperation with the PPRD East 3. This represents an important opportunity to further develop civil protection capacities for disaster

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<sup>1</sup> The URL is: [www.pprdeast3.eu](http://www.pprdeast3.eu)

prevention, preparedness and response of the PCs, to continue strengthening thematic regional cooperation, and to bring the PCs closer to the UCPM.

## Sustainability and Exit Strategy

The PPRD East 3 is designed with the explicit focus to ensure sustainability of its results across all Partner Countries (PCs). The PPRD East 3 is composed of three phases: inception, implementation, and closure phase with the focus on exit. The exit strategy needs to be designed in such a way that it does not jeopardize the sustainability of the immediate and long-term results of the programme. For this reason, the programme sustainability and exit strategies are considered in pare.

### Approach to Sustainability

The successful implementation and sustainability of the programme hinges on three pillars: (1) ownership amongst partner countries; (2) building on and developing existing capabilities; and (3) establishing good coordination and working modalities with the partner countries and the respective stakeholders as well as other existing external fora and platforms. The programme overall sustainability could be seen through the prism of its *technical*, *governance*, and *financial* sustainability.

#### Technical sustainability

The technical sustainability is concerned with the programmatic efforts along all its work packages (WPs) to ensure the results are sustained by the PCs. Through its sustainability strategy, the programme intends to maximize its results by investing in three sustainability multipliers:

- **Local Ownership**

Local ownership is central for the achievement of the programme results and sustainability of those results. It is possible to achieve only when the programme is fully tailored to the needs and capacities of the partner countries from its very beginning. Moreover, the responsiveness of the programme towards the emerging needs of the partner countries can further guarantee a high level of local ownership towards the programme and its results.

Establishing a partnership with the respective countries where countries can feel empowered by the action, fairly treated and facilitating that partners can be recognised on the international stage in areas where they are “front-runners”. Progress and benefits should be made visible to the population of the country seeking also to enhance incentives for making further progress within the scope of the PPRD East III and maximising the opportunities presented. Additional efforts will be made to ensure there is

broader understanding of the programme through the prism of the EU Policies and actions to people across the region with the overarching message ‘Stronger Together’.

The programme will build upon the results of the previous rounds of the PRD East Programme as well as on the other on-going initiatives in each partner country. With this the results of the programme will be deeper rooted in the national system of civil protection of the partner countries and bet stronger buy-in of the programme counterparts.

- **Knowledge transfer and capacity development**

The transfer of knowledge and capacity development is another critical precondition for the sustainability of the programme results. To ensure the expected impact of the programme and sustainability of its results, the knowledge transfer and capacity development efforts will be fully embedded in the existing networks, systems, and mechanisms of the partner countries. Importantly, all the activities within the programme, while supported by a team of highly qualified experts, will be implemented by the national counterparts themselves. This would allow building national capacities in the priority thematic areas.

At the regional level, the viable channels of knowledge transfer will be established among PCs, as well as between partner countries and the stakeholders from the European Union.

- **Effective communication and coordination**

To ensure that the new knowledge in the form of new methodologies, tools, approaches, etc. take hold and are sustained in the future, the programme will pursue and priorities transparent and clear communication among all its stakeholders. Efforts will be made to ensure cross-country communication for learning and coordination purposes. The programme will also coordinate with various stakeholders engaged or concerned with national civil protection systems in each partner country and at the regional level, which is expected to foster their ownership over programme results and create synergy of efforts at various levels.

### **Governance sustainability**

The programme will be based on the existing structures in the partner countries and therefore, will further strengthen the existing governance mechanisms in the civil protection system. The latter implies also the criticality of the role of the inter-agency Working Groups for the programme implementation. Additionally, the efforts will be made to ensure more inclusive structures across national civil

protection systems with the engagement of non-state actors and specifically, scientific community and volunteers.

The programme aims also to explore the existing regional structures related to civil protection and disaster (risk) management to ensure full realization of its regional priorities. This is a sensitive process and will require careful calibration of the expectations of all partner countries to ensure maximum cooperation among those partners.

### **Financial sustainability**

To sustain the programme results, there is a need for continuous efforts, which in turn requires sufficient resource allocation. Dialogue with the PCs will be initiated to ensure there is minimum or sufficient budget allocations made to maintain programme results and build upon, if feasible. While ensuring financial sustainability of the programme counterparts is beyond the expected impact of the programme, the efforts will be made to raise PC's awareness of resource mobilization opportunities from various EU financial instruments for the purpose to further strengthen national civil protection systems.

### **Approach to Exit Strategy**

The proposed exit strategy outlines the approach and processes related to the closure of the programme and its handover to the national counterparts. The detailed exit strategy will be developed at the closure phase of the programme.

The exit strategy is designed with the purpose to ensure the sustainability of the programme results. For PPRD East 3 the exit timing is defined by the programme design and should take place at end of the fourth year of the programme implementation, i.e. 30 September 2024. It is expected that by that time the programme will deliver its expected results and the exit strategy would be planned to ensure smooth exit of the programme from the PCs.

The approach to exit strategy is *phasing out*, meaning full withdrawal of the programme from the PCs, allowing national counterparts to sustain the programme results and build upon them. The more detailed plan for the implementation of the exit strategy and related activities will be developed during the closure phase of the programme. The exit strategy will be developed as a highly inclusive process ensuring sufficient engagement of all relevant/on-going initiatives in each PC with dual purpose: (a) to inform their implementation; and (b) to create new prospects for collaboration with the national civil protection system build on recommendations from exit strategy. The latter will include the following components:



- The full analysis of the ***programme achievements vis-à-vis benchmarks*** as defined in the programme M&E framework in each PC and to be defined by the final country specific TTX planned within the programme;
- The ***risk assessment*** of the programme results for each PC. The focus is to explore the risks towards the sustainability of the programme results through exploring (i) the gaps towards expected outcomes, (ii) the impediments of the uptake of the results, (iii) the opportunities that might in contrary, facilitate the achievement of even stronger results.
- The set of ***recommendations*** to the PCs on the way forward to sustain and further improve the results achieved based on the lessons learned and risk assessment of the programme results for each PC.

The full analysis of the exit strategy will be developed per country and the final ‘exit’ sessions will be organized to discuss the exit strategy in each PC. The final conclusions from the ‘exit’ sessions could be further presented and discussed during the Final Conference of the programme. More specifically, the draft Final Report, with the content stipulated in the ToR, shall be prepared in the last month of the Implementation Phase (i.e., during month 48). At the onset of the Closure Phase, the Draft Final Report shall be available to the concerned institutions and the Contracting Authority, for their comments and feedback. During the Closure Phase the programme will organize the Final Conference, which will be the final opportunity for identifying country specific and regional achievements and results, providing comments and feedback on the draft Final Report, and to define some early ideas for the way forward for each PC and for the region after the PPRD East programme. If the stakeholders have presented comments within one month after they received the draft Final Report, these comments shall be considered, and a revised version of the draft Final Report shall be presented at the Final Conference. Otherwise, the initial draft Final Report will be discussed during the Conference, and it will be finalized after the Conference, based on the feedback and the discussions on its content.

Thus, at the end of the Closure Phase a Final Report will be submitted by the Consortium, where all comments and feedback have been taken into account as appropriate.

## Risk Management

The PPRD East 3 programme operates in highly complex context characterized by a multitude of uncertainties. This requires adequate approaches and instruments on how to understand and to factor the existing and emerging uncertainties into the design and implementation of the programme. Translating uncertainties into risks

is a process of understanding what might hinder or facilitate the achievement of the programme objectives. The ISO 31000:2018 definition of risk as ‘effect on uncertainty on objectives’, suggests the criticality of both negative and positive perspective on risk. Hence, the opportunity management in PPRD East 3 is equally important as management of those risks that might have negative impact on the realization of its objectives.

The purpose of risk management is to ensure risk-informed and agile management of the PPRD East 3 programme over the course of its implementation. During the inception phase, there are several risks that have been identified, as presented below. However, risk management is an integral process of the programme management and the risk matrix will be regularly updated to reflect constantly changing internal and external context of the programme. Towards this end, risk discussions will be part of regular bi-weekly expert team meetings as well as special risk sessions held as part of the semi-annual M&E meetings planned within the programme. Risk reporting will be part of the regular M&E reporting and programme reporting.

The proposed risk overview of the PPRD East 3 is designed along the contextual, institutional, and programmatic risks.

### Contextual risks

<i><b>Risk definition</b></i>	<i><b>Impact on PPRD East 3</b></i>	<i><b>Likelihood</b></i>	<i><b>Mitigation measures</b></i>
Political context might impact the countries’ engagement in regional events	Medium	Medium	To create mechanisms to address the countries’ concerns in line with the norms and standards adopted by the EU
COVID-19 context might not allow for predictable travels, hampering in-person contacts in the programme, and jeopardizing implementation of activities in the programme.	High	High	<p>Effective technological solutions to ensure smooth remote implementation</p> <p>More regular meetings to avoid wicked problems and misunderstandings along the programme implementation</p> <p>Identification of locations for activities that facilitate possibility for all PC:s to participate</p>

Staff rotation in the national civil protection authorities might impact the sustainability of the programme efforts	High	Low	Ensure institutional memory along the programme implementation When organizing capacity development events, ensure broad list of participants from each PC Emphasize training of trainers (ToT) approach within the programme
Language barriers might cause confusion and misunderstanding during the WGs' discussions between the national and international experts	Medium	High	Ensure high quality interpretation Team leader to assure regular quality check along WG discussions
Time difference between key experts and the PCs might reduce time available for interaction	Low	Low	Optimal plan allowing/encouraging programme experts of working day at 8am CET

### Programmatic risks

<b><i>Risk definition</i></b>	<b><i>Impact on PPRD East 3</i></b>	<b><i>Likelihood</i></b>	<b><i>Mitigation measures</i></b>
The PCs might have more expectations towards the programme than the programme can actually deliver	Medium	Medium	Efforts will be invested to manage stakeholders' expectations along the programme implementation
Team might not have full scale of data necessary in PCs due to availability, accessibility, or validity of data sets	Medium	High	If the challenge is data availability or validity, to utilize strategies that can allow for sufficient extrapolation from the information available If the challenge is data accessibility, invest in negotiating with the PCs to ensure access to the data that is absolutely critical for the effective realization of the programme
PCs staff availability for the programme activities might	Medium	Low	Ensure upfront planning and adequate communication with PCs to

be hampered by the daily routine work			guarantee their full availability for the programme
The programme logic model might become less relevant over time	High	Low	Ensure thorough assessment of the programme during the next 6 month period Revise and adjust the tactical level of the programme implementation to ensure its achievement of its high-level strategic objectives
Capacity development efforts of the programme does not deliver optimal results due to less adequate selection of the training/workshop participants	High	Medium	Ensure clear guidance on the profile of the participants for each event Ensure clear communication on the expectations with the PCs
Inter-agency coordination and interaction might be limited due to lack of conducive environment for them to engage with civil protection authorities	Medium	Low	If necessary, analyse barriers and define how to remove them
Corruption risks in PCs might impact the PPRD East 3 reputation	Medium	Low	Clear procurement rules and strong financial audit Information on MSB reporting channel for corruption will be shared
Opportunities for joint activities with other initiatives might enhance the achievement of the programme results in the PCs	Medium	Medium	Ensure broad outreach at the national and regional level to find entry points for joint events Organize regular meeting with the state and non-state partners at the regional and national levels to inform about the progress of the programme
Remote programme implementation might take longer time than initially planned	Medium	Medium	Always plan a reserve time at least during the first year of the programme implementation

### Institutional risks

<i>Risk definition</i>	<i>Impact on PPRD East 3</i>	<i>Likelihood</i>	<i>Mitigation measures</i>
The consortium members might have different understanding of the programme strategy	High	Medium	Regular deliberation within expert team on the programme strategy and its progress M&E reports and risk assessment to inform decision-making
The key experts being overloaded with other tasks beyond the programme	Medium	Low	Ensure predictability of the planning and implementation processes within the programme and inform key experts ahead to guarantee their availability
Team meetings not being possible to organize due to pandemic situation	Medium	Medium	Some creative ways of team building to be introduced including online team building, using some new game techniques
Consortium partners might not mobilize the most optimal NKE expertise for the programme	High	Low	Ensure clearly defined TOR before onboarding any NKE Ensure expectations management between the consortium lead and the consortium members

# **Annexes**

**Annex 1 Activity plan/timetable**

**Annex 2 Updated LFA matrix**

**Annex 3 M&E framework and plan**

**Annex 4 Gender and Human Rights assessment  
report**

**Annex 5 Environment assessment report**

**Annex 6 Road map to integrate CCI into the  
programme**

**Annex 7 Communication and visibility plan**

**Annex 8 Stakeholder mapping**

**Annex 9 TOR for Steering Committee**

**Annex 10 Summary of PPRD East 2 final  
evaluation**

**Annex 11 National Programme Chair and  
National Focal Point**