South Eastern Europe
Disaster Risk Mitigation and Adaptation Programme

Result Assessment

THE WORLD BANK

GFDRR
Global Facility for Disaster Reduction and Recovery

ISDR
International Strategy for Disaster Reduction

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Preface

The South Eastern Europe Disaster Risk Mitigation and Adaptation Programme (SEEDRMAP) is a collaborative initiative developed by the World Bank (WB) and the United Nations International Strategy for Disaster Reduction (UNISDR) Europe office[1], with the collaboration of ISDR system partners including the European Commission (EC), the Council of Europe – European and Mediterranean Major Hazards Agreement (EUR-OPA), the Disaster Preparedness and Prevention Initiative for South Eastern Europe (DPPI SEE), the Regional Cooperation Council for South Eastern Europe (RCC SEE), the World Meteorological Organization (WMO), the United Nations Development Programme (UNDP) and other partners.

SEEDRMAP has applied an innovative approach in promoting disaster risk reduction (DRR) focusing on the regional dimension of risks while promoting partnerships among neighbouring countries affected by common natural hazards. The programme has highlighted synergies and partnerships among South Eastern Europe (SEE) countries and organizations operating both regionally and nationally in disaster risk reduction and disaster management. It has demonstrated the cost-effectiveness of tackling risk reduction through a regional perspective and the necessity of addressing the regional angle when designing national disaster risk reduction policies and programmes.

This assessment, carried out by an independent consultant, documents the achievements made by SEEDRMAP for two main purposes:

- to understand the effect of the results obtained through the SEEDRMAP initiative following two years of implementation and assess what can be considered the initial impact of the programme in regionally promoting and strengthening disaster risk reduction in South Eastern Europe countries.
- to understand what has been implemented with a degree of success and what, on the other hand, are the programme's components that still need to be addressed, the gaps which need to be filled and which actions are needed to make the upcoming years of implementation more effective.

Finally, this independent assessment has been promoted by the World Bank and UNISDR regional office with the aim to increase the programme accountability towards its beneficiary countries, stakeholders, relevant implementing ISDR system partners and, of course, its donors and in particular the Global Facility for Disaster Reduction and Recovery (GFDRR).

1 The UNISDR office, based in Brussels, Belgium, implements the UNISDR programme in the Europe region and provides oversight of UNISDR activities in Central Asia and the Caucasus, which are directly implemented by a sub-regional office based in Dushanbe, Tajikistan.

Acknowledgements

The World Bank Europe and Central Asia Region (ECA) and UNISDR would like to gratefully acknowledge the consultant who has worked on this result assessment, Ms. Cvetka Krajic Tomin, and the contributions made to this document by many SEEDRMAP partners during interviews and other means of exchange. They are: Mr. Sali Kelmendi (Albania Ministry of Interior, General Directorate for Civil Emergency); Mr. Samir Agic and Ms. Olga Slagalo (Ministry of Security of Bosnia and Herzegovina, Rescue and Protection Division); Ms. Vlasta Tutis, Ms. Arabela Vahtaric and Mr. Damir Cemerin (Croatia DUZS – National Protection and Rescue Directorate/National Platform for Disaster Risk Reduction); Mr. Zoran Begovic (Montenegro Ministry of Interior and Public Administration, Sector of Emergency Management); Ms. Gordana Naumovska, Ms. Ana Stoimenova and Mr. Pande Lazarevski (the former Yugoslav Republic of Macedonia National Platform for Disaster Risk Reduction); Ms. Mary Power (WMO); Ms. Vildana Bijedic and Mr. Orhan Topcu (DPPI SEE); Ms. Amela Gacanovic-Tutnjevic (UNDP Bosnia and Herzegovina); and Ms. Maja Herstad and Ms. Janet Edwards (Swedish Civil Contingency Agency [MSB]/Swedish National Platform for Disaster Risk Reduction).

Particular thanks to Ms. Alison Cave (World Bank, ECA Region), Ms. Paola Albrito and Mr. Demetrio Innocenti (UNISDR) for their coordination, comments and suggestions and valuable insights related to the programme development and implementation.

Thanks also to the Editorial Consultant, Mr. Stephen Boyle.

The study review was developed through funding by the Global Facility for Disaster Reduction and Recovery (GFDRR). The GFDRR is a partnership of 32 countries and 6 international organizations committed to reduce vulnerability to natural hazards and adapt to climate change. The partnership's mission is to mainstream disaster risk reduction (DRR) and climate change adaptation (CCA) in country development strategies by supporting a country-led and managed implementation of the Hyogo Framework for Action (HFA). For more information please visit www.gfdrr.org

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Abbreviations and Acronyms

ACPDR	Administration for Civil Protection and Disaster Relief (Slovenia)
AL-DRMAP	Albania Disaster Risk Mitigation and Adaptation Programme
APL	Adaptable Program Lending (World Bank)
CADRI	Capacity for Disaster Reduction Initiative
DG	Directorate General
DPPI SEE	Disaster Preparedness and Prevention Initiative for South Eastern Europe
DRMAP	Disaster Risk Mitigation and Adaptation Programme
DRR	Disaster Risk Reduction
DUZS	National Protection and Rescue Directorate (Croatia)
EC	European Commission
ECA	Europe and Central Asia
EU	European Union
EUR-OPA	European and Mediterranean Major Hazards Agreement of the Council of Europe
FMI	Finnish Meteorological Institute
GFDRR	Global Facility for Disaster Reduction and Recovery
HFA	Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters
IPA	Pre-Accession Assistance
ISDR	International Strategy for Disaster Reduction
MD DCRMP	Moldova Disaster and Climate Risk Management Project
MSB	Swedish Civil Contingency Agency
NHMSs	National hydro-meteorological service(s)
NGO	Non-governmental organization
RCC SEE	Regional Cooperation Council South Eastern Europe
SEE	South Eastern Europe
SEEC-CRIF	South Eastern Europe and Caucasus Catastrophe Risk Insurance Facility
SEEDRMAP	South Eastern Europe Disaster Risk Mitigation and Adaptation Programme

SMEs	Small and Medium size Enterprises
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNISDR	United Nations International Strategy for Disaster Reduction secretariat
WB	World Bank
WMO	World Meteorological Organization

Executive Summary

The World Bank and United Nations International Strategy for Disaster Reduction – supported by the Global Facility for Disaster Reduction and Recovery[2] – in collaboration with a number of national, regional and international partners developed the South Eastern Europe Disaster Risk Mitigation and Adaptation Programme in 2008 with the aim of reducing the vulnerability of the countries of South Eastern Europe to the risk of disasters.

SEEDRMAP addresses the loss of life, property and economic productivity caused by weather extremes and other natural hazards. To that end SEEDRMAP has three focus areas:

- Hydro-meteorological forecasting, data sharing and early warning;
- Coordination of disaster mitigation, preparedness and response;
- Financing of disaster losses, reconstruction and recovery, and of disaster risk transfer (disaster insurance).

SEEDRMAP is a comprehensive programme developed to capitalize on the savings and efficiencies that could be achieved by addressing the regional perspective when designing national and regional disaster risk reduction policies and programmes. The cost-effectiveness of such a regional approach is especially apparent in the provision of hydro-meteorological systems, which tend to be costly. It is estimated that regional coordination and collaboration between the National Meteorological and Hydro-meteorological Services (NHMSs) could bring savings in the suggested investment plans of around 30 per cent of the total financial investments required. This is in addition to the benefits that would accrue from the regional coordination of data sharing and the standardization of data.

This result assessment evaluates the initial impact and effectiveness of SEEDRMAP now that two years have passed since its activities were first advanced. The aim has been to highlight those aspects of the programme which are considered to have worked well in promoting and strengthening disaster risk reduction in South Eastern Europe countries and also focus on those which are deemed to need further improvement in order to make future implementation more effective.

Evaluation covered the two months of October and November 2009 and focused on a review of publications, documents and reports related to the programme, and also the results of interviews with national, regional and international partners. Data collected were analyzed and compared to the programme objectives from the perspectives of beneficiaries, partners and donors in terms of the relevance, impact and sustainability of the programme.

From this result assessment it emerges that the regional approach adopted through SEEDRMAP has proved to be effective for the following reasons:

- Information sharing allows greater reduction of hazard risk at the national and regional level;

2 Support is through GFDRR Track I (Europe and Central Asia Region Portfolio), which supports the ISDR system's global and regional processes to leverage country resources for ex-ante investment in prevention, mitigation and preparedness activities, particularly in low and middle-income countries. GFDRR also provides support through Track II for technical and financial assistance to low- and middle-income countries to mainstream disaster risk reduction into their country assistance and poverty reduction strategies, and Track III, which promotes partnerships for Sustainable Disaster Recovery. More information can be found at: www.gfdrr.org

- Individual countries may not be able to cope with a major disaster on their own;
- Stand-by, fully-equipped emergency response units and relief materials are costly burdens on the economies of individual South Eastern Europe countries;
- Hazards risk insurance is not optimal at the country level;
- Many hazards are common to a number of neighbouring countries.

The added value of SEEDRMAP can be summarized in the following achievements:

- Disaster risk reduction issues have been placed on relevant agendas in South Eastern Europe at both regional and national levels. The regional programme has contributed significantly to the fact that disaster risk reduction has gained political and policy relevance in South Eastern Europe triggering investments in disaster risk reduction from regional and national partners. The growing number of national platforms in the region for disaster risk reduction confirms this.
- It builds, consolidates and complements existing cooperation and programmes in the region by stimulating synergy with and between the activities promoted by the European Union (EU), Council of Europe, United Nations, DPPI SEE, RCC SEE and others, reiterated also in the establishment of the Steering Committee for South Eastern Europe and Central Asia, formed by the World Bank, WMO, UNDP, United Nations Children's Fund (UNICEF) and UNISDR (host and chair of the meetings) with the participation of EC representatives.
- The programme highlights, guides and provides recommendations for organizational and legislative improvements as well as guiding priority risk reduction investments in adaptation and disaster risk reduction in South Eastern Europe at the regional level. This has been achieved through the assessments and reviews prepared in the region. The focus on a regional, rather than a purely national, dimension has facilitated the maximized use of resources. An example of this is provided by the reduced number of radars necessary for hydro-meteorological forecasting for all countries in the region.
- The assessments and reviews have provided the basis for the development of national programmes (national disaster risk mitigation and adaptation programmes [DRMAPs]) to address disaster risk reduction activities in the South Eastern Europe countries through World Bank support (loans). In this respect, SEEDRMAP has fully addressed the mandate of its donor facility, GFDRR Track 1 – which is the part of the facility devoted to promoting disaster risk reduction at the regional level – and shall serve as well the needs of GFDRR Track 2 – which is the part of the facility funds addressed to the national level. In this context a national disaster risk mitigation and adaptation programme – in Albania – has been launched with World Bank support deriving from the regional programme.
- In addition, SEEDRMAP has also been innovative in highlighting gaps such as the financing of disaster losses, including reconstruction, recovery and disaster risk transfer (disaster insurance, initiating the creation of the South Eastern and Central Europe Catastrophe Risk Insurance Facility [SEEC-CRIF]). The area of insurance and the collaboration between public and private sectors is one of the emerging areas in disaster risk reduction. In this context, the SEEC-CRIF will contribute to the development of a catastrophe insurance market in South Eastern and Central Europe to reduce government post-disaster budgetary outlays on reconstruction.
- The SEEDRMAP assessments and reviews have stimulated the engagement of other partners in the region such as the EC and bilateral donors. For instance, a disaster risk reduction programme (€3 million for its first phase of implementation) has been supported by the EC DG Enlargement

in order to address some of the gaps highlighted in the reviews. The programme is currently being implemented by WMO and UNDP.

SEEDRMAP, as a comprehensive programme, envisages outcomes at the regional level to be realized through regional-level (SEEDRMAP) and national-level (national DRMAP) activities. At the national level, a national programme has been developed. To achieve such mobilization of resources, SEEDRMAP stimulates national financial and political commitment.

In this regard a positive impact is already tangible: Albania has launched its national DRMAP, while Moldova has started implementation of the national Disaster and Climate Risk Management Project (MD-DCRMP)[3]. Furthermore, the The former Yugoslav Republic of Macedonia is taking action to develop its own national DRMAP and there are possibilities that in the next two years it could mobilize the needed resources through public budgets and external financial aid.

Following the review of material, reports and information available via various sources and based on the experiences reported by the national, regional and international respondents, the following recommendations are made:

- There is a need to clarify expected outcomes from project focus areas by defining quantitative indicators to monitor progress against the objectives.
- SEEDRMAP should explore the possibility of making funds available for translation of the most relevant documents into the languages of South Eastern Europe countries and plan national events to increase the visibility of its products. Surveys and other tools could be used for information dissemination, informing different sectors, academies, media etc., along with enhanced information sharing among Hyogo Framework for Action (HFA) focal points and national platforms in South Eastern Europe. A greater involvement at the national level could in turn address the issues related to translation, creating a commitment from national actors to review translations to ensure that disaster risk reduction terminology and technical language is properly rendered. This could have a positive impact on the preparation and application of national disaster risk reduction strategies.
- SEEDRMAP needs to gain visibility as a comprehensive programme. For this purpose, results achieved need to be quantified to better address questions regarding 'what, how, who and when'. Furthermore, the national dimension needs to be better integrated for specific support to regional and national disaster risk reduction strategies. On this basis, the identification of indicators to monitor progress is proposed in Annex I. The feasibility of these indicators should be assessed in consultation and partnership with national, regional and international actors contributing to SEEDRMAP.
- Long-term sustainability of capacity building activities is related to the establishment of a long-term regional strategy in disaster risk reduction carried out by resident organizations such as DPPI SEE. It is recommended that SEEDRMAP maintains its support to such regional organizations also involved in the design and direction of future interventions.
- Documentation on the national implementation of SEEDRMAP in Albania (the Albania Disaster Risk Mitigation and Adaptation Programme [AL-DRMAP]) should be planned in the upcoming two years to assess how the three components of SEEDRMAP perform at the national level. Of particular interest should be collaboration and bilateral agreements which are developed with other

3 The Moldova Disaster and Climate Risk Management Project focuses on strengthening the Moldovan State Hydro-meteorological Service's ability to forecast severe weather and on improving Moldova's capacity to prepare for and respond to disasters caused by natural hazards. This will be achieved through project activities to (i) improve hydro-meteorological forecasting and early-warning systems; (ii) improve disaster preparedness and emergency response; and (iii) initiate activities for adaptation to climate change.

countries in the context of DRMAP, as is the case with Albania where Italy will contribute to a specific component of its national programme.

- Different financial possibilities with detailed options need to be presented to national partners in writing with clearly visible linkages to SEEDRMAP.
- Cooperation of SEEDRMAP with public media in South Eastern Europe in the area of insurance would be beneficial.
- Programme objectives and envisaged activities under this component should be screened and specified to avoid duplications and redundancies, and clarify their suitability for the regional approach. Expected outputs should be more specified and indicators used to monitor progress after defining the baseline agreed with stakeholders, and particularly beneficiaries.
- Investments in prevention and preparedness should continue to be carefully examined to avoid duplications and should be based on a coordinated approach to implementing regional strategies that would further ensure sustainability at national level. In particular, this would need to be applied in view of the stronger investments in disaster risk reduction in the region triggered by SEEDRMAP. The programme should keep promoting regional synergies among ISDR partners to avoid duplications and enhance the effectiveness of disaster risk reduction investments.

Photo by Flickr user Jeremy Ladan; flooded Danube

1

Introduction

Introduction

The countries of South Eastern Europe are exposed to the risk of a range of disasters caused by natural hazards. Earthquakes, floods, forest fires, landslides and droughts present significant risks to the region with potentially devastating social and economic impacts. The catastrophic Marmara earthquake in Turkey in 1999 and the floods in Central and Southern Europe in 2002 and 2005 are among the most recent severe disasters to strike the region.

As the effects of climate change become increasingly apparent, transformations in land-use patterns and the growing numbers of human settlements built in disaster-prone areas are certain to compound the risks associated with weather-related hazards and further increase vulnerabilities. Floods, severe droughts and forest fires already pose a significant risk in South Eastern Europe, with floods in particular having the potential to cause huge financial losses as well as large numbers of victims.

In addition to weather-related vulnerabilities the South Eastern Europe region is also at risk from earthquakes. The Mediterranean/Trans-Asian geologic fault zone passes through the Balkans, while the Vrancea zone crosses Romania and parts of Moldova and Bulgaria. Both zones are vulnerable to earthquakes and other geological hazards.

Disasters already have a significant impact on the economic performance of the South Eastern Europe region, adversely affecting fiscal stability and increasing the financial vulnerability of many households. The growing frequency and severity of weather-related events is likely to have profound implications for individual South Eastern Europe countries' macroeconomic performance. It could also have a significantly adverse effect on countries' overall global competitiveness and macroeconomic standings.

It is clear that South Eastern Europe, in common with other regions and countries around the world, must work systematically towards reducing the risks that disasters pose. To realise this objective the factors which cause disasters must be analysed and managed, and the exposure to hazards reduced. On a national level this can only be achieved effectively through the involvement of different actors at all levels, ranging from community-based organizations to national governmental agencies. But for maximum efficiency it should also include the involvement of regional and other international bodies. Not only are many of the hazards South Eastern Europe faces trans-national, but also they exceed the coping capacities of individual countries.

There is a changing focus world-wide from disaster response to a broader notion of disaster risk reduction and climate change adaptation in recognition of the increasing impact of disasters and through a better understanding of their underlying causes and effects. In response to this gradually-changing focus towards disaster risk reduction the Hyogo Framework for Action[4] 2005 – 2015: Building the Resilience of Nations and Communities to Disasters was adopted in 2005 by 168 countries. This ambitious programme of action, which targets a significant reduction in disaster risk across the globe, is backed by the ISDR system and came about through the coordinated efforts of bodies including national governments, international organizations and financial institutions, and with the support of community-based and non-governmental organizations (NGOs).

A contribution towards implementing disaster risk reduction activities comes from GFDRR, which

4 The three strategic objectives of the HFA are:
(a) The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction;
(b) The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards;
(c) The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities. (For more information please see: http://www.unisdr.org/eng/hfa/hfa.htm)

is a partnership of the following countries and bodies: Australia, Canada, Denmark, the European Commission, Finland, France, Germany, Italy, Japan, Luxembourg, Norway, Spain, Sweden, Switzerland, the United Kingdom, UNISDR, the United States Agency for International Development (USAID) Office of U.S. Foreign Disaster Assistance, and the World Bank.

GFDRR's functions and mandate (see footnote 2) are to help developing countries reduce their vulnerability to natural hazards. Through Track I (see footnote 2), which is managed by UNISDR, it responds to disaster risk reduction needs at global and regional levels and promotes partnerships to develop new tools, practical approaches and other instruments for disaster reduction and recovery. GFDRR Track I enables countries to generate greater investment in disaster risk reduction practices within a sustainable legal, policy, financial and regulatory framework, and to facilitate knowledge sharing about reducing disaster risks and sustainable disaster recovery.

SEEDRMAP is supported by GFDRR Track I in the context of the track portfolio which concerns the Europe and Central Asia region, and is implemented by the World Bank and UNISDR in collaboration with other ISDR partners operating in South Eastern Europe, mainly DPPI SEE and RCC SEE, and other organizations including WMO and UNDP.

The support of existing regional organizations addressing disaster risk reduction issues is one of the important achievements of GFDRR Track I and SEEDRMAP. DPPI SEE is a regionally owned and managed initiative through which South Eastern Europe countries define areas for cooperation and activities; close cooperation between UNISDR and DPPI SEE enables also the sustainability of on-going and planned activities at the national level in South Eastern Europe.

SEEDRMAP implementation is carried out in two phases, as described in box 1.

SEEDRMAP Implementation Phases

*The **first phase** provides financing to soft (non-structural) and less expensive measures that would have significant positive impacts. These include activities and investments that can build the capacity of the SEE Governments to reduce the risk of and respond efficiently to disasters, such as weather forecasting and early-warning systems, equipment and systems to strengthen government response capacity to disasters, development of disaster insurance schemes, land-use planning and building code enforcement, and development of disaster risk reduction and adaptation strategies.*

*The **second phase** extends financing to structural investments that reduce the vulnerability of populations to disasters. The investments in this phase include mitigation measures such as flood control, retrofitting of buildings and infrastructure, and relocating communities who live in flood plains. This phase will also extend funding to adaptation measures, such as power-grid enhancement and coastal-zone management. Since the second-phase investments will be rather significant, the development and approval of a country-level comprehensive disaster risk reduction and adaptation strategy, identifying priority actions, will be a trigger for advancement to the second phase of the programme.*

Source: WB/UNISDR South Eastern Europe Disaster Risk Mitigation and Adaptation Programme

While Phase I was chronologically the first to start, in 2008, South Eastern Europe countries will progressively enter into Phase II as the simultaneous implementation of Phase I continues. Phase I activities and outputs will be adapted annually on the basis of the achievements over previous years.

1.1. Scope of the evaluation

The scope of this evaluation is to assess the overall impact of the SEEDRMAP regional programme in the context of GFDRR Phase I, examining the ways in which it has stimulated developments on disaster risk reduction at the national level, and the extent to which the programme has helped South Eastern Europe countries prioritize their own needs and develop strategies for disaster risk reduction and climate change adaptation. Impact assessment has been carried out in relation to each programme focus area:

- Hydro-meteorological forecasting, data sharing and early warning;
- Coordination of disaster mitigation, preparedness and response;
- Financing of disaster losses, reconstruction and recovery, and of disaster risk transfer (disaster insurance).

The rationalization and structuring of SEEDRMAP started in 2007. The programme was developed by the World Bank and UNISDR with support from the GFDRR initiative, which was set up in partnership with multiple national, regional and international actors with the aim of promoting the disaster risk reduction agenda. As part of this initiative a number of reviews and events have been advanced and supported to facilitate enhanced disaster risk reduction in the region. As GFDRR advances, this result assessment aims to identify those aspects of Phase I which have worked effectively and those which need to be improved.

1. 2. Methodology

This result assessment is based primarily on information gained during interviews conducted on field missions in countries involved in SEEDRMAP, as well as interviews carried out via such means as tele-conferencing[5]. The assessment is also based on a review of existing material, reports and information available via various sources, such as GFDRR, UNISDR and World Bank websites, and reports provided by ISDR system partners and other actors[6].

A questionnaire, based on programme objectives and activities, was prepared and shared in advance to regional, national and other partners (including international and bi-lateral donors) to ease preparations for the interviews that followed.

Evaluation questions were a mix of close-answer questions and open questions, selected in relation to the following evaluation criteria: impact, effectiveness and sustainability of SEEDRMAP. Close-answer questions allowed quantitative analysis and the reporting of interview results using tables and charts, while the open questions were used for qualitative information and to report "good practices" concerning the impact of SEEDRMAP as well as recommendations from beneficiaries. The external validity of the findings (to which extent they can be generalised) reported in the tables and charts is, however, open to discussion due to the relatively small number of interviewees (as the programme applies to seven South Eastern Europe countries: Albania, Bosnia and Herzegovina, Croatia, The former Yugoslav Republic of Macedonia, Montenegro, Moldova, Serbia.).

Data collected were analyzed and compared to assess the relevance of programme objectives from the point of view of beneficiaries, partners and donors. However, the analysis can include a degree of subjectivity since the qualitative information has been filtered by respondents' beliefs and personal judgments, as well as by the necessity of interpretation of given situations by the evaluator. A certain degree of subjectivity was also unavoidable given the fact that quantitative indicators for impact, effectiveness and sustainability of the programme were not set at the 2007 baseline.

1.1. Recommendation: There is a need to clarify expected outcomes from project focus areas by defining quantitative indicators to monitor progress against the objectives.

5 See Annex II for a list of missions and interviewed partners.

6 See Annex II for a list of actors.

Photo by Salman Anees (Moldova)

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Programme framework objective

Programme framework objective

SEEDRMAP was initiated by the World Bank and UNISDR within the context of GFDRR Track 1, which was launched in September 2006 as a major initiative designed to help meet global and regional demand for increased investment in disaster risk reduction.

The objective of SEEDRMAP, in line with the HFA, is to reduce human, economic and financial losses due to disasters caused by the impact of natural and technological hazards while enhancing countries' and communities' resilience to those hazards through a regional approach.

It is this regional approach which is key to the success of the programme. SEEDRMAP has been designed to enhance regional disaster risk reduction capacities and coordination by supporting national-level initiatives in line with the HFA and by building on existing cooperation mechanisms. By adopting a regional approach it is recognised that valuable funds can be saved and resources efficiently used. A regional application of disaster risk reduction mechanisms and procedures will facilitate significant cost savings on a number of key investments designed to build disaster risk reduction capacities, including such things as weather radar systems and enhanced databases.

Due to the cross-boundary character of many natural hazards and the cross-sectoral linkages required to manage hazard risks, emergency preparedness and mitigation entails institutional coordination and collaboration within and between neighbouring countries. Such collaboration is beneficial and needed. Given the nature of the hazards they face, it is likely that the South Eastern Europe countries would not be able to cope with a major-scale catastrophe individually and by own means; the support from, and coordination with, neighbouring states is of paramount importance.

It is this overall reality that triggered the need for the regional approach adopted by SEEDRMAP. It is an innovative approach to the issue of how best to support disaster risk reduction in the South Eastern Europe region and facilitate the creation of disaster-resilient communities. It must be emphasised that this regional programme depends for its successful implementation on the building of national capacities to respond to disasters and capacities to support other countries in case of catastrophes.

These aspects have been well integrated in the components of SEEDRMAP, which has been designed to enhance regional capacities, capabilities and coordination and to support national-level endeavours. In addition, SEEDRMAP builds on the existing cooperation mechanisms present in the region, and complements and consolidates the activities promoted by the EU, the Council of Europe, the United Nations, DPPI SEE, RCC SEE and others for more effective disaster mitigation, preparedness and response. Furthermore, the programme has introduced areas identified as gaps and not yet sufficiently addressed such as financing of disaster losses including reconstruction, recovery and disaster risk transfer (disaster insurance).

The SEEDRMAP preparatory reviews have facilitated the engagement of, and use of resources by, national, regional and international actors in addressing disaster risk reduction issues in South Eastern Europe. In particular, the UNISDR and World Bank desk study review *South Eastern Europe Disaster Risk Mitigation and Adaptation Initiative: Risk Assessment for South Eastern Europe (2008)* appears to have stimulated resource mobilization, including the €3 million disaster risk reduction programme launched to cover South Eastern Europe countries as part of the European Commission's Environment and Disaster Risk Reduction initiatives (EC DG Enlargement – Pre-Accession Assistance [IPA]). Phase I of the programme's implementation started in 2009 with the possibility of extension to Phase II. WMO and UNDP are the implementing agencies of this

initiative, while UNISDR and the World Bank are active partners involved in the project steering committee meetings.

Other donor countries such as Italy, Sweden and Denmark have recognized the relevance of SEEDRMAP objectives to promote disaster risk reduction policies in South Eastern Europe and contributed to the programme through the strengthening and/or development of national platforms, the provision of technical expertise, regional capacity development and training.

In terms of the impact of SEEDRMAP at the national level, the significance of the programme's role is discernable in the way in which it has provided the basis for stimulating the establishment and development of national DRMAP to address disaster risk reduction activities in South Eastern Europe countries through national public finance sources and external support, such as World Bank loans and other external donors' contributions.

Country Case Study

The Disaster Risk Mitigation and Adaptation Programme in Albania

The Albania Disaster Risk Mitigation and Adaptation Programme (AL-DRMAP) is the first national programme of the SEEDRMAP framework. The overall objective of AL-DRMAP is to reduce Albania's vulnerability to natural and man-made hazards and to limit human, economic and financial losses due to disasters through the implementation of Albania's disaster risk mitigation programme. This project is the first phase of a World Bank Adaptable Program Lending (APL), to ensure that Albania is accompanied and supported regionally in its disaster risk mitigation and adaptation work.

Albania is vulnerable to a number of man-made[7] and natural hazards such as earthquakes, floods and droughts. Compounded with the lack of catastrophe insurance, these risks can have devastating effects on Albania's population, its economy and its growth prospects. Albania has one of the highest seismicity ratings in Europe. Considering that buildings in Albania are not built to acceptable construction standards, the impacts of earthquakes on the built environment is of major concern. Following the demilitarization of the emergency response function, the Government has initiated changes in disaster risk management through revisions of the institutional set-up and planning process. However, an initial overview determined that both organizational and technical capacities to respond effectively to emergencies remain low. Weather forecasting is intrinsically difficult, as precipitation is naturally highly variable and Albania's topography enables floods to develop rapidly. The Albania economy is sensitive to weather conditions, given the importance of agriculture, hydropower, fisheries and tourism.

Albania's capacity to forecast weather is currently constrained by the deteriorated state of the national weather and hydrological monitoring network and by deficient telecoms capacity to collect inputs needed for daily forecasting. Nevertheless, Albania continues to have some fundamental assets: weather forecasting teams with strong scientific backgrounds, able to make good use of a modernized network and rapidly assimilate new techniques, and long-term historical climate records in some areas that will support high-quality climatological services.

7 United Nations Office for the Coordination of Humanitarian Affairs (OCHA) Situation Report 3 – Albania Munitions Depot Explosion – 26 March 2008.
http://www.reliefweb.int/rw/rwb.nsf/retrieveattachments?openagent&docid=03EF52177111253349257419000 3D730&file=Full_Report.pdf

Through AL-DRMAP, significant disaster risk reduction will be achieved with strengthened capacity to deliver risk management services. This strengthening of capacity would have benefits extending beyond national interests. Since certain types of hazard are regional in nature, coordination and cooperation with neighbouring countries would improve information availability and support reduction of the impact of disasters caused by natural and man-made hazards.

AL-DRMAP comprises two phases. The first phase is designed to consolidate and upgrade Albania's capacity to plan for, mitigate and respond to disasters. This phase will provide financing for soft (non-structural) measures consisting of activities and investments that will build Government capacity to respond effectively to disasters caused by natural and man-made hazards. The second phase will be triggered by achievement of Phase I activities, specifically the development and approval of a comprehensive countrywide disaster risk reduction and adaptation strategy which defines priority actions, and an investment programme to be funded in the second phase. Specific triggers for the APL second-phase are:

- *A Disaster Risk Mitigation Strategy and Investment Programme approved by the Government;*
- *Effective publication of data on a public website of data gathered with the support of project financing, including digitized climate data; and*
- *Government implementation of an institutional arrangement, with clearly defined roles and responsibilities, that facilitates coordination of the three public agencies officially involved in weather monitoring tasks.*

The second phase of the APL will extend financing to other activities and include mitigation measures, further strengthening and reinforcing disaster risk management and the emergency response capacities. The second phase is estimated to cost US$40 million to be provided as a World Bank loan. The exact amount will be determined during the first phase once the priority investment programme is defined. Therefore, the total cost of the APL will be on the order of US$50 million.

Photo by Flick user Novica Nakov; flooding caused by rain in Skopje

3

Supporting the development of national disaster risk management and adaptation strategies

Supporting the development of national disaster risk management and adaptation strategies

Relevance

While South Eastern Europe countries have recognized the importance of disaster risk reduction, most of them do not yet have a comprehensive disaster risk reduction and adaptation strategy. As mentioned above, the SEEDRMAP framework provides support for the development of a comprehensive hazard risk mitigation and adaptation strategy for South Eastern Europe which, in turn, serves as the basis for national disaster risk reduction strategies.

As part of this process, a number of reviews have been produced and published during the implementation of SEEDRMAP Phase I with the aim of building a consistent and coherent knowledge base on disaster risk reduction at the regional level. This has included providing recommendations for organizational and legislative improvements, and identifying gaps, areas needing further development and investment needs in specific sectors related to disaster risk reduction, such as investments in hydro-metereological services. It has also involved the prioritizing of mitigation and adaptation investments in disaster risk reduction at both regional and national level.

The reviews were performed through a consultative participatory process and involved the main actors at national and regional level contributing to disaster risk reduction policies and programmes in the region. Below is a brief overview of the main reviews and studies published in 2008 and 2009.

- **South Eastern Europe Disaster Risk Mitigation and Adaptation Initiative: Risk Assessment for South Eastern Europe, Desk Study Review[8],** (2008). This review highlights the key challenges in the South Eastern Europe region in the field of disaster risk mitigation and adaptation, and is relevant to a number of different stakeholders. On a national level, the review could provide national actors including governments a concise overview of the situation in neighbouring countries, facilitating enhanced regional coordination of disaster risk reduction activities. The review could also interest donors and other development agencies operating in disaster risk reduction in South Eastern Europe, helping them to plan intervention and initial feasibility studies.
- **Strengthening the Hydrometeorological Services in South Eastern Europe: South Eastern Europe Disaster Risk Mitigation and Adaptation Programme[9],** (2008). This publication is relevant to national, regional and international actors intending to reduce the impact of weather-related hazards, especially those working in hydro-meteorological services and early-warning systems. This review, developed by the World Bank, UNISDR, WMO and the Finnish Meteorological Institute (FMI), combines national-level risk assessment with a regional perspective on risk reduction, highlighting the importance of regional approaches when designing disaster risk reduction programmes in water-related issues at the national level. It has already been used as a basis for mobilizing resources for disaster risk reduction at the regional level. Examples include the UNDP- and WMO EC-supported disaster risk reduction project in South Eastern Europe and the DG Enlargement IPA sector plan (2009-2013), which included disaster risk reduction as a

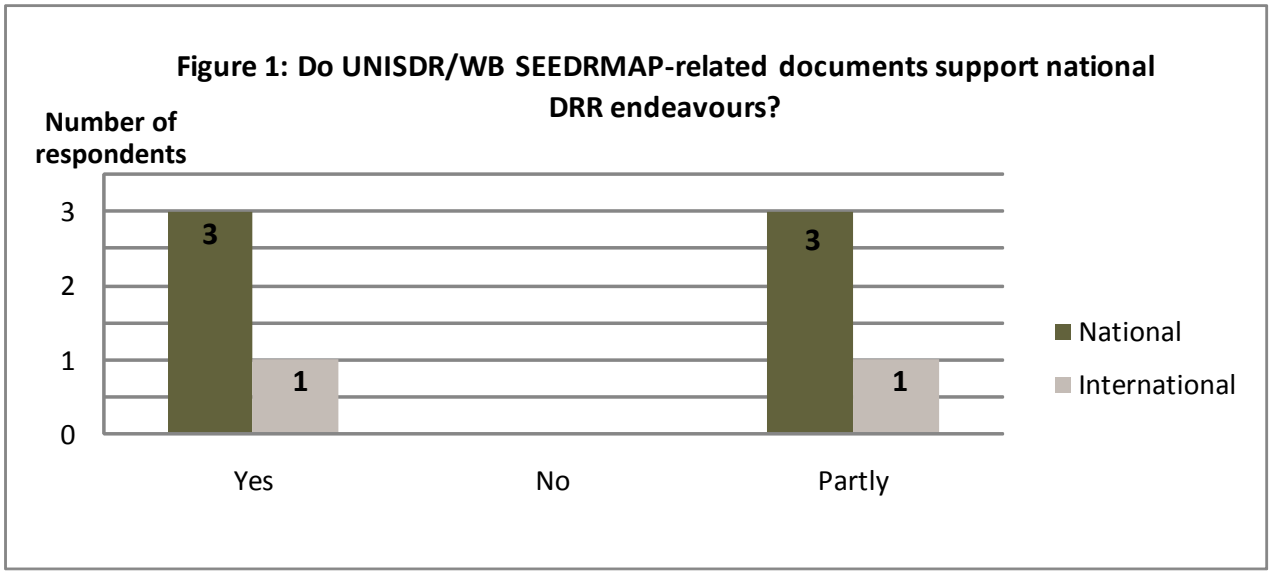
8 The review is available at: http://www.unisdr.org/europe/publications/

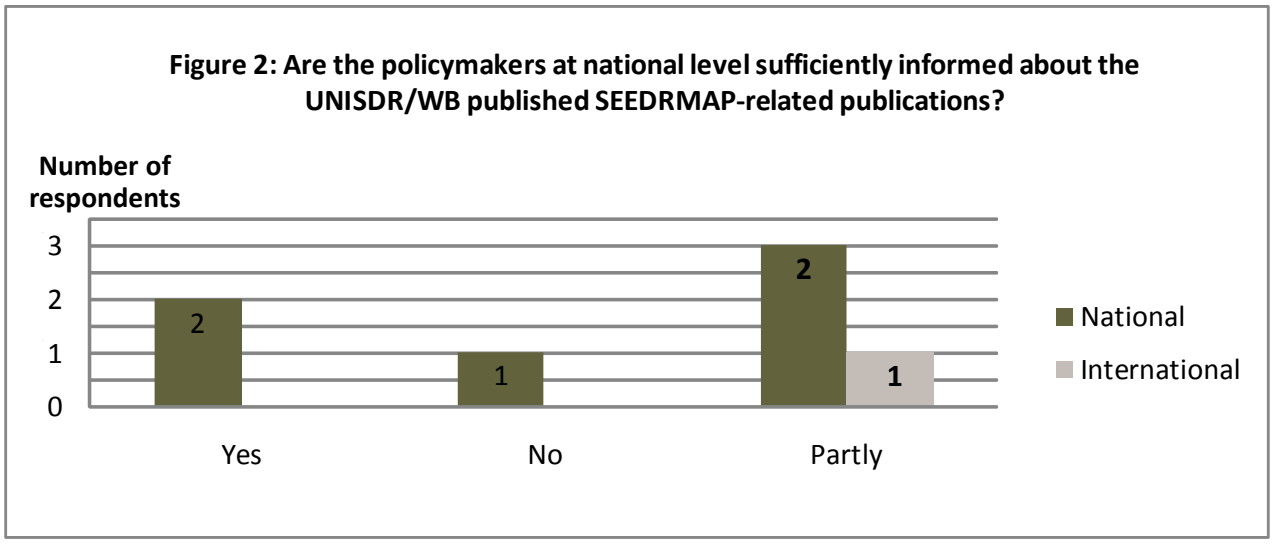
9 Available at: http://www.unisdr.org/europe/publications/

crucial component for the environment and adaptation to climate change. The study served as a model for other regions such as Central Asia and Caucasus, which is currently undertaking the same typology of assessment.

- **Mitigating the Adverse Financial Effects of Natural Hazards on the Economies of South Eastern Europe: a Study of Disaster Risk Financing Options[10],** (2008). This is the key review to consider how to address the gap in disaster risk reduction insurance mechanisms. It highlights the way in which other European countries address the issue of disaster risk reduction insurance and re-insurance and considers the situation in South Eastern Europe. The recommendations made highlight the next steps for the development of the SEEC-CRIF – an initiative developed by the World Bank and UNISDR in collaboration with RCC SEE. The review is relevant to national governments in South Eastern Europe which are seeking coordinated action in order to promote insurance and reinsurance with a regional coherency. It is also important to the World Bank, UNISDR and RCC SEE, as well as the private sector, and was used as the basis for a discussion on synergy and partnerships in promoting financial means to mitigate the negative effect of natural hazards on the properties and assets of households and small and medium enterprises. Given the proven strategic importance of the publication in building public-private partnerships, the World Bank and UNISDR promoted the same typology of study in other regions, including Central Asia and Caucasus.
- **The Structure, Role and Mandate of Civil Protection in Disaster Risk Reduction for South Eastern Europe,** (2009). This study is relevant to governmental institutions involved in disaster management in South Eastern Europe and regional organizations addressing disaster management and risk reduction, especially civil protection agencies and services which traditionally have a more focused mandate on preparedness and response rather than disaster risk reduction. The review, developed by the World Bank and UNISDR in collaboration with UNOCHA, the Italian Civil Protection Department, and the European Union Presidency (Slovenia), provides information on the approaches, methodologies and legislation that each South Eastern Europe country has in relation to disaster management and considers case

10 The review is available at: http://www.unisdr.org/europe/publications/





studies from three EU countries.

- **The South Eastern Europe Disaster Risk Mitigation and Adaptation Programme[11],** (2008). This document proposes a programme framework for SEEDRMAP to support the development of a comprehensive disaster risk reduction and adaptation strategy for the South Eastern Europe region. It identifies priorities and activities to reduce the risk of disasters and strengthen preparedness and response capacities in the region. The document outlines the 'why, what, how and when' of SEEDRMAP and describes the two-stage implementation of the programme, the components of which constitute a "menu of options" for the region that individual countries can choose from in order to address their particular disaster risks and vulnerabilities.

Impact

In the course of this assessment, one of the guiding questions was regarding the extent to which beneficiaries and partners were familiar with the above-mentioned publications. Most answered affirmative and were of the opinion that they supported significantly national activities in the field of disaster risk reduction. Examples include Turkey and Bosnia and Herzegovina, which used the SEEDRMAP reviews as reference material for legislation and policy planning related to disaster risk management and disaster risk reduction.

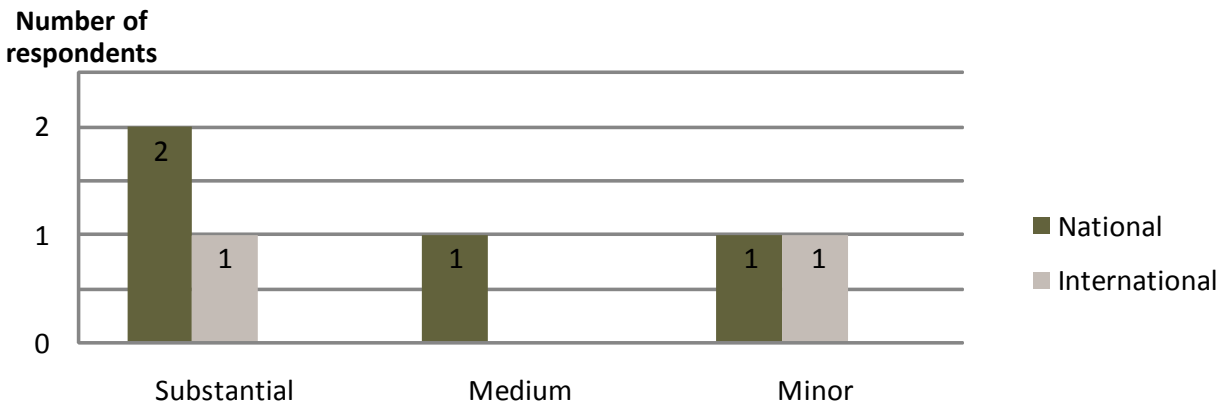
Furthermore, international organizations supporting disaster risk reduction activities in the region acknowledge that the material is very useful for streamlining their own priorities to support disaster risk reduction-related activities in South Eastern Europe countries.

However, most of the interviewees stated that their policymakers at the national level, who can use the knowledge and information produced by SEEDRMAP to promote their national disaster risk reduction policy agendas, are either only partly informed about the documents and relevant policy recommendations or else not at all.

3.1. Recommendation: SEEDRMAP should explore the possibility of making funds available for translation of the most relevant documents into the languages of South Eastern Europe countries and plan national events to increase the visibility of its products. Surveys and other tools could be used for information dissemination, informing different sectors, academies, media etc., along with enhanced information sharing among HFA focal points and national platforms in South Eastern Europe. A greater involvement at the national

11 The review is available at: http://www.unisdr.org/europe/publications/

Figure 3: To what extent does SEEDRMAP support the development of a comprehensive DRR strategy at the national level?



level could in turn address the issues related to translation, creating a commitment from national actors to review translations to ensure that disaster risk reduction terminology and technical language is properly rendered. This could have a positive impact on the preparation and application of national disaster risk reduction strategies.

One aspect that emerged during the interviews with key respondents is that SEEDRMAP is instrumental in putting disaster risk reduction issues into the policy agendas of South Eastern Europe countries, at both the regional and national levels. SEEDRMAP has contributed to the disaster risk reduction political momentum, increasing its regional and national policy relevance. It facilitated the issuance of a Ministerial Statement at the Sofia Ministerial Meeting on Disaster Management in South Eastern Europe (Bulgaria, April 2008). This statement integrated the commitment to strengthen efforts towards risk reduction and the development of a two-year work plan to address disaster risk reduction issues in the region and strengthen coordination and collaboration among partners. DPPI SEE was the regional organization entrusted with the work plan preparation, supported by the World Bank and UNISDR through the implementation of SEEDRMAP.

In terms of the way in which SEEDRMAP has influenced the development of comprehensive disaster risk reduction strategies at the national level there was considerable diversity of opinion among respondents.

There are a variety of possible reasons for the diversity of opinion regarding the contribution of SEEDRMAP to national disaster risk reduction strategies. As mentioned in the previous section, the fact that the programme and its policy recommendations have only a limited visibility among policymakers at the national level could be a limiting factor. However, at the same time other factors play a key role in determining the level of influence of the programme such as the possibility of an individual country accessing loans or other funds from international financial institutions to upscale their disaster risk reduction programmes at the national level.

3.2. Recommendation: SEEDRMAP needs to gain visibility as a comprehensive programme. For this purpose, results achieved need to be quantified to better address questions regarding 'what, how, who and when'. Furthermore, the national dimension needs to be better integrated for specific support to regional and national disaster risk reduction strategies. On this basis, the identification of indicators to monitor progress is proposed in Annex I. The feasibility of these indicators should be assessed in consultation and partnership with national, regional and international actors contributing to SEEDRMAP.

Sustainability

SEEDRMAP has been planned with a vision of ensuring long-term sustainability. The main tool identified to guarantee that results achieved through regional and national activities are maintained once the external support is over consists of the promotion of capacity building activities within governmental institutions. This involves selecting a core group of senior officers in key areas of national disaster management programmes and agencies (SEEDRMAP and UNISDR traditionally work closely with the HFA focal points) to lead capacity training. It also involves supporting the capacities of key regional actors in disaster risk reduction, notably the DPPI SEE, which is of key importance to maintaining a coordinated regional approach to disaster risk reduction beyond the lifespan of SEEDRMAP intervention.

Tangible results in capacity enhancement have been achieved through collaboration between the World Bank, UNISDR and the Capacity for Disaster Reduction Initiative (CADRI), in the context of SEEDRMAP, with each organization contributing to the development of a training package for establishing national platforms for disaster risk reduction. The training package has been tailored for the national level, and a workshop was delivered in Bosnia and Herzegovina in August 2009 by CADRI, UNISDR, UNDP, the World Bank, the Ministry of Security of Bosnia and Herzegovina (the institution of the HFA Focal Point) and the Italian Civil Protection National Platform Coordinator. However, the package can also be delivered at the regional level, as is the case in Croatia (September 2009) where it was presented through a collaboration of CADRI, UNISDR, DPPI SEE, the World Bank, the Swedish national platform for disaster risk reduction (MSB) and the Croatian National Protection and Rescue Directorate (DUZS), which is also coordinating the Croatia National Platform for Disaster Risk Reduction.

Both events contributed to the development agendas of regional and national disaster risk reduction strategies and facilitated the creation of a sustainable longer-term "exit strategy" for SEEDRMAP.

Furthermore, concerning the impact on regional cooperation, SEEDRMAP has stimulated the involvement of other European national platforms in capacity building in South Eastern Europe, including that of Sweden, and enhanced cooperation between regional and international organizations operating in South Eastern Europe such as DPPI SEE and CADRI. The latter two, in collaboration with the Swedish national platform, have established a regional capacity building project to train disaster risk reduction experts who can in turn be used as resource experts for national and regional capacity building activities in disaster risk reduction.

Though the long-term sustainability of these results can be assessed only through subsequent evaluations, it is important to stress that SEEDRMAP shall continue to invest in supporting regional and national capacities in disaster risk reduction as a pre-requisite for a sustainable "exit strategy".

*3.3. Recommendation: **Long-term sustainability of capacity building activities is related to the establishment of a long-term regional strategy in disaster risk reduction carried out by resident organizations such as DPPI SEE. It is recommended that SEEDRMAP maintains its support to such regional organizations also involved in the design of future interventions.***

Photo by Flickr user Jonathan Davis; flood defences in Belgrade

4

Risk financing of disaster loss reconstruction and recovery, and of risk transfer (disaster insurance)

Risk financing of disaster loss reconstruction and recovery, and of risk transfer (disaster insurance)

Relevance

Studies and reviews conducted and published in the framework of SEEDRMAP clearly indicate that there has been an increase in the number of disaster events, particularly due to hydro-meteorological hazards, in most countries of the region. A pattern of growing levels of economic loss – rather than increasing levels of mortality – due to disasters, coupled with economic crises and the limited financial resources available to South Eastern Europe countries, made it imperative that a component of SEEDRMAP included work in the area of the financing of disaster losses and of disaster risk transfer (disaster insurance).

Consequently, SEEDRMAP promotes the importance of projects in South Eastern Europe which aim to reduce the financial vulnerabilities of governments, businesses and individuals to the adverse impacts of disasters and climate change through market-based sustainable risk transfer mechanisms (such as catastrophe insurance and weather derivatives). In this context the innovative SEEC-CRIF, involving a collaboration between the public and private sectors, will potentially contribute to the development of a catastrophe insurance market in South Eastern and Central Europe and could reduce government post-disaster budgetary outlays on reconstruction.

The implementation of the SEEC-CRIF will include the following: (i) national and regional catastrophe insurance programmes for businesses and individuals; (ii) regional weather derivatives markets for businesses; (iii) country-level disaster risk fiscal hedging programmes; and (iv) national institutional capacity building in catastrophe risk management and risk transfer.

Currently, the commercial insurance market does not offer affordable and dependable insurance coverage to protect individuals and small businesses against material loss arising from catastrophes caused by natural hazards. Yet, insurance can play an important role in reducing the level of economic and fiscal exposure to disasters in South Eastern Europe countries.

This project is in its infancy in South Eastern Europe, both at the regional and national levels. Just four countries in the region have confirmed that they have some on-going activities to develop risk insurance and hedging instruments (see Figure 4). Nonetheless, the promotion of insurance and reinsurance tools appears to be perceived as relevant to the reduction of risks by most actors operating in disaster risk reduction in South Eastern Europe.

Impact

During the interviews and discussions with the country representatives different financing options proposed in the review developed by SEEDRMAP were not completely clear to South Eastern Europe partners, as is shown in Figure 5:

Partly, this can be attributed to the fact that ISDR system national partners for SEEDRMAP (mainly the national HFA focal points) belong to emergency management agencies, while the SEEC-CRIF interactions have involved mainly Ministry of Finance representatives. This has certainly been the case during the workshop and meetings carried out in 2008 and 2009. Due to the limited time available for this assessment those latter actors were not included among the key respondents interviewed.

It should be noted that certain country representatives interviewed in this component highlighted an element of confusion. It transpires that during bilateral talks they held with World Bank representatives the discussions involving

Figure 4: Are there on-going activities to develop risk insurance and hedging instruments?

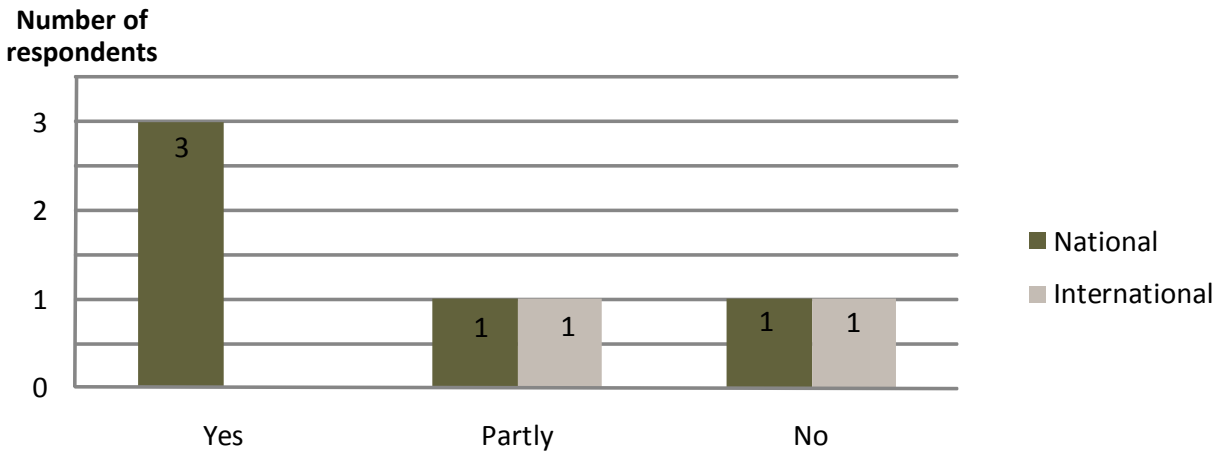


Figure 5: To what extent are you familiar with the envisaged SEEDRMAP/WB activities and possible investments to build the capacity of governments for DRR?

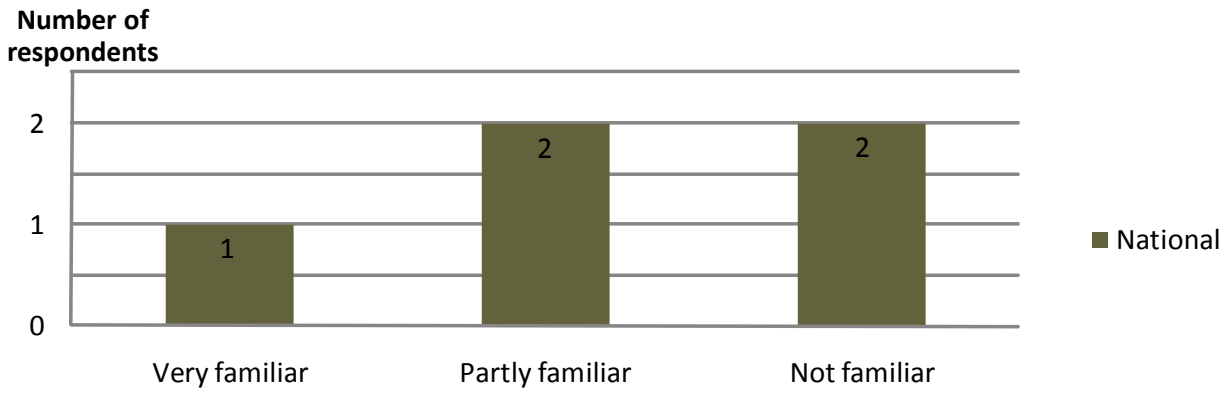
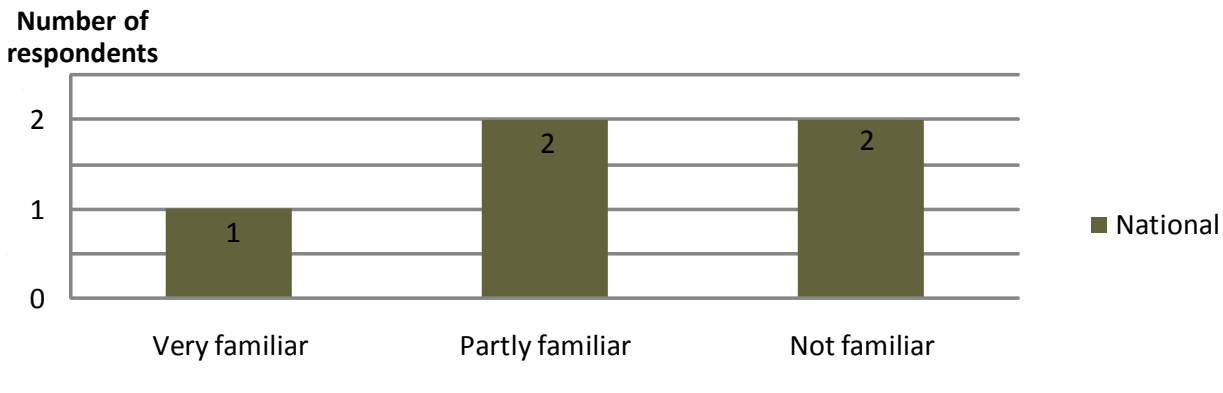


Figure 6: To what extent are you familiar with WB financial instruments that could provide investment support based on SEEDRMAP (e.g. the APL)?



the financial options for disaster risk reduction were possibly not framed with reference to the scope of SEEDRMAP or the intervention of the World Bank and UNISDR under the support of GFDRR.

Moreover, partners also commented during the interviews that more comprehensive, written information regarding financing possibilities would be necessary in order for civil servants to prepare recommendations for their governments concerning this component.

South Eastern and Central Europe Catastrophe Risk Insurance Facility (SEEC-CRIF):

A new approach to insurance

SEEDRMAP supported the World Bank and UNISDR in collaboration with the RCC SEE in structuring the creation of the SEEC-CRIF. A workshop organised in Sarajevo in 2008 to agree on the need of such a facility was followed by a meeting with potential donors in March 2009 in Switzerland. The proposed facility will be established as a regional catastrophe risk pool owned by countries and managed by the private sector. It has received strong endorsement from the EU and the government of Switzerland (2.5 million CHF). The facility will greatly contribute to the development of a catastrophe insurance market in South Eastern and Central Europe and could reduce government post-disaster budgetary outlays on reconstruction. Regional risk diversification and extensive donor assistance will promote a growing private market for catastrophe insurance, which will in turn provide homeowners and SMEs with the opportunity to purchase affordable insurance coverage.

Albania shall join the facility with the support of its national AI-DRMAP programme, while other countries will follow. There is also the possibility that countries from the Central Asia and Caucasus region will join the facility.

An evaluation of the impact of the facility can be performed only in years to come, once a pool of at least several countries have joined this initiative.

4.1. Recommendation: Documentation on the national implementation of SEEDRMAP in Albania (AL-DRMAP) should be planned in the upcoming two years to assess how the three components of SEEDRMAP at the national level perform. Of particular interest should be collaboration and bilateral agreements which are developed with other countries in the context of DRMAP, as is the case with Albania where Italy will contribute to a specific component of its national programme.

4.2. Recommendation: Different financial possibilities with detailed options need to be presented to national partners in writing with clearly visible linkages to SEEDRMAP.

4.3. Recommendation: Cooperation of SEEDRMAP with public media in South Eastern Europe in the area of insurance would be beneficial.

Sustainability

The probability of continued long-term benefits from the insurance and reinsurance component lies in the participation of South Eastern Europe client countries in initiatives such as SEEC-CRIF. The identified obstacle is lack of funds at national level and hesitation to take additional loans, while the global financial crisis makes public budgets ever tighter.

Nevertheless, if a tool such as the regional CRIF is established this will commit the shareholder countries to seriously promote insurance and reinsurance in relation to disaster damage in the long run.

Photo by Thomas Hackl; floods in Shkodra

5

Hydro-meteorological forecasting, data sharing and early warning

Hydro-meteorological forecasting, data sharing and early warning

Relevance

The region needs to invest in the protection of vital infrastructure to withstand key risks, taking into account the increased vulnerability resulting from climate change. Some of the hydro-meteorological risks are strongly related to climate change. Therefore, reducing risk means adapting to climate change.

Disaster risk reduction involves national-level coordination of changes to agricultural practices and water resources management, revisions of building codes and land-use plans, and new approaches in the education, health and power sectors, etc. Partners were asked if there were convergent activities/programmes at the national/regional levels to address the adaptation measures. As the data in Figure 7 indicates, their answers confirm mainly that there are indeed activities in this direction at both national and regional levels.

The need to further develop and strengthen the meteorological and hydrological monitoring and forecasting systems emerged both at the country and the sub-regional levels. Strengthening NHMSs is relevant to all South Eastern Europe countries and has long been perceived as a need. It is also relevant to the coordinated actions of regional and international organizations that support the implementation of the HFA, for which hydromet services are of key importance to assess and monitor weather-related risks (Priority 2). SEEDRMAP identified the capacities of South Eastern Europe NHMSs as a gap area and a specific initiative was launched during the Informal Conference of South Eastern Europe National Directors of Hydro-meteorological Services (ICEED meeting), in Dubrovnik in May 2007, in partnership with WMO to promote a coordinated approach and data sharing in hydro-meteorological services in SEE and to build capacity and collaboration on flood forecasting and an early-warning system for the Sava river basin.

Feasibility assessment has been completed and was discussed in a regional DPPI SEE meeting in October 2007 in Zagreb. The coverage includes Moldova, Romania, Bulgaria, Serbia, Montenegro, Croatia, Albania, The former Yugoslav Republic of Macedonia, and Bosnia and Herzegovina. The support will provide increased data-gathering capacity and data quality, and enhance data-sharing between the countries of the region. It will also finance design, feasibility studies, and installation of flood early-warning systems as well as regional workshops to allow for knowledge dissemination and sharing and to encourage further cooperation between hydro-meteorological services of relevant countries.

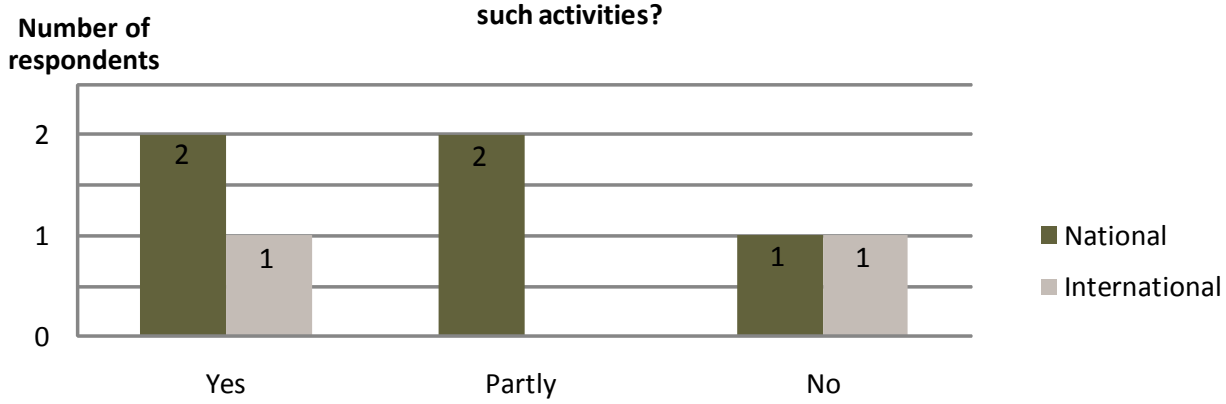
Impact

As part of SEEDRMAP, UNISDR and the World Bank, in collaboration with WMO and the Finnish Hydro-meteorological Institute, carried out a review of the regional hydro-meteorological services and published in 2008 the report *Strengthening the Hydrometeorological Services in South Eastern Europe.*

The review underlined that it is critical to invest in new state-of-the-art observation and monitoring technologies, and in modern communications systems, software and training. In many of the South Eastern Europe countries there is an urgent need to increase the number of IT staff and forecasters in order to ensure sound use of any new investments and to ensure 24/7/365 services.

Regional cooperation will have a significant impact on the size of the investment required. If the NHMSs in identified countries of SEE are

Figure 7: Are there convergent activities/programmes at the national/regional level to address the adaptation (DRR) measures? Is your organization involved in such activities?



strengthened individually, country by country, and without better cooperation with national aviation weather services, the cumulative investment needs (hardware plus operational costs, without interest) are estimated at about €90.3 million over five years. However, by adopting a regional approach as proposed by SEEDRMAP the total investment needs for these seven countries could be reduced to approximately €63.2 million.

As a tangible impact of this review, resource mobilization to support NHMSs in the region has already taken place. It is an example of the EC support to disaster risk reduction projects in South Eastern Europe, implemented in two components by WMO and UNDP. Concerning the component implemented by WMO, synergies with SEEDRMAP are already in place. These include the training workshop on Multi-Hazards Early-Warning Systems, which was held back-to-back with the WB/UNISDR/CADRI/DPPI/Croatia regional workshop on Disaster Risk Reduction and National Platforms from 1-3 October 2009. The latter included institutional collaboration and coordination. This back-to-back workshop could be duplicated or further developed in the future (as a joint workshop to SEEDRMAP activities).

WMO and UNDP have started reviews that will cover hydro-meteorological services and legislation on disaster risk reduction in South Eastern Europe. To avoid duplications, to build on information already collected and to show coherence with the actors in the region, UNISDR and the World Bank have suggested that consultants working on the reviews should ensure close consideration of the publications *Strengthening the Hydro-meteorological Services in South Eastern Europe* (WB/UNISDR/WMO/ Finnish Meteorological Institute [for hydromet review]) and *The Structure, Role and Mandate of Civil Protection in Disaster Risk Reduction for South Eastern Europe,* UNISDR; ACPDR Slovenia; UN OCHA; WB 2009 (for legislation on disaster risk reduction review).

However, while all parties recognized that a regional approach would be more cost effective and functional key respondents nevertheless expressed some concern as to the extent of this approach in supporting hydro-meteorological services in the region. Specifically, they suggested that when it came to implementation the negotiations between individual countries and donors and others regarding loans should be conducted bilaterally to ensure practical terms were agreed. An example of such an approach could be the procurement of radar systems and other equipment for NHMSs.

Sustainability

Regional cooperation will have a significant impact on the size of the investment required at national levels. Strong government commitment, establishment of public-private partnerships and investments in capacity building are the most important factors for sustainability of this project and its activities.

To strengthen the NHMSs and ensure their sustainable development, government commitment to add financial support is a crucial step. But it is also important that national public-private partnerships are established, investments are made in capacity-building and staff training, and regional cooperation is strong and active.

Because investments in hydro-meteorological and environmental monitoring networks will in addition immediately benefit many public and private bodies, it is critical that such beneficiaries also participate in the investments. Government and private-sector efforts are needed to strengthen the NHMSs so as to promote their ability to produce better hydro-meteorological and environmental (air quality and water quality) data.

In extreme synthesis the sustainability of this component is related to the national commitment to support their DRMAP nationally, as in the case of Albania.

Photo by Onur Yolalmis; Turkey, 1999

6

Coordination of disaster prevention, preparedness and response

Coordination of disaster prevention, preparedness and response

Relevance

Because of the shared risks, high vulnerability and relatively small size of many countries in the South Eastern Europe region, coordination in the area of prevention, disaster preparedness and response is essential.

SEEDRMAP envisages support to a range of activities which enhance coordination of disaster prevention, preparedness and response in the South Eastern Europe region. Within the realm of this component, the support would be extended to: (i) emergency response equipment for public safety units such as fire trucks, ambulances, search and rescue equipment, and fire-fighting planes, etc.; (ii) emergency response planning and exercises at local, national and regional levels; (iii) emergency communication systems and information management systems for collecting, analyzing and sharing real-time data between emergency response units and other public authorities; (iv) 112 emergency call systems; and (v) public awareness and education.

All this is relevant to national actors not only for disaster risk reduction but also in the general realm of the complete disaster management cycle.

Impact

In this component, the continued support towards the development of national platforms through workshops organized in collaboration with regional organizations, exchange visits and technical expertise was instrumental.

SEEDRMAP has had an impact on the establishment of national platforms in the The former Yugoslav Republic of Macedonia and Croatia. Furthermore, the on-going discussions on the establishment of national platforms in Albania, Bosnia and Herzegovina, and Turkey can be seen as a consequence of SEEDRMAP support and implementation in the South Eastern Europe region.

SEEDRMAP reviews that deal with current structures, identify good practice and recommend improvements (such as *The Structure, Role and Mandate of Civil Protection in Disaster Risk Reduction for South Eastern Europe*), along with capacity building activities such as support to the DPPI SEE Disaster Management Training Programme for South Eastern Europe, have facilitated the broader involvement of ISDR system partners in South Eastern Europe and directly addressed actions needed at national and regional level to enhance prevention, preparedness and response.

To guarantee the impact and sustainability of this component it is crucial to ensure the effectiveness of regional organization with a specific mandate for disaster preparedness. In South Eastern Europe, the leading role is undoubtedly with the DPPI SEE.

Based on the above considerations, SEEDRMAP supports DPPI SEE through World Bank and UNISDR coordination in the following areas:

- strengthening of DPPI SEE coordination capacities (through the development of the Management Information System – a database/web-based information system linked with Preventionweb) and identification of ongoing activities in the region, as well as the development of projects based on highlighted gaps and support to capacity development;
- strengthening of DPPI SEE capabilities and services through enhanced planning capabilities (in line with the decision taken during the 2008 Sophia Ministerial

Conference). This involves a planning specialist who will deliver the DPPI SEE biannual work plan for 2010/2011.

Supporting the development of the regional MIS system will ensure the long-term sustainability of the programme and guarantee that the knowledge produced and the positive impact of its activities can benefit the region once the external aid to the regional programme has ended. It will set the basis for a future sustainable "exit strategy".

In relation to coordination, it is important to mention the establishment of the Steering Committee for South Eastern Europe and Central Asia, which has been formed by the World Bank, WMO, UNDP, UNICEF and UNISDR (chair of meetings) with the participation of EC representatives. The Steering Committee meetings ensure coordination among the main international players (ISDR system partners) currently undertaking activities in South Eastern Europe and Central Asia.

The establishment of the Committee and support to DPPI SEE has strengthened coordination between the international organizations operating at regional level and has had a tangible impact on effective information sharing and use of resources.

6.1. Recommendation: Programme objectives and envisaged activities under this component should be screened and specified to avoid duplications and redundancies, and clarify their suitability for the regional approach. Expected outputs should be more specified and indicators used to monitor progress after defining the baseline agreed with stakeholders, and particularly beneficiaries.

Sustainability

This is traditionally the priority area for emergency management agencies. It is clear that disaster risk reduction needs to be more fully integrated into prevention measures and preparedness for response; there remains plenty of room for improvement pending commitments from national governments.

The long-term sustainability of these activities will depend on the level of national commitment to investing in disaster risk reduction measures. Some countries in South Eastern Europe are more advanced than others, compatible with their national budgets. Nevertheless, there is a positive trend in the region in terms of interest in mainstreaming at national level disaster risk reduction activities promoted at regional level through SEEDRMAP.

6.2. Recommendation: Investments in prevention and preparedness should continue to be carefully examined to avoid duplications and should be based on a coordinated approach to implementing regional strategies that would further ensure sustainability at national level. In particular, this would need to be applied in view of the stronger investments in disaster risk reduction in the region triggered by SEEDRMAP. The programme should keep promoting regional synergies among ISDR partners to avoid duplications and enhance the effectiveness of disaster risk reduction investments.

Photo by Salman Anees

7&8

7. Partnerships
8. Organizational learning

7. Partnerships

In the framework of GFDRR Track I and through SEEDRMAP, UNISDR and the World Bank have been working in close partnership to develop and strengthen collaboration with other ISDR system partners, based on priority areas. This has included working with international bodies such as WMO (for the hydro-meteorological component), UNICEF, UNDP, Council of Europe, EU, RCC SEE, DPPI SEE and the Organization for Economic Co-operation and Development; and bi-lateral and multilateral donors such as Denmark, Finland, Sweden, Switzerland and Italy. This process has been enhanced through the organization of and participation in events and meetings, constant information sharing between partners, efficient use of resources and collaboration towards common objectives.

The above-mentioned Steering Committee for South Eastern Europe and Central Asia is a further element which promotes partnerships among international actors working with common purpose in the region. The committee is recognized by the respondents as a driving force for mainstreaming and coordinating activities in the South Eastern Europe region.

7.1. Recommendation: SEEDRMAP should be more specific about building relationships, i.e. in line with the implementation of the SEEDRMAP objective of anticipating possible partnerships and their expected outputs, and the benefits of those partnerships.

8. Organizational learning

SEEDRMAP is a multidimensional initiative by UNISDR and the World Bank to contribute to achieving the goals of the HFA in South Eastern Europe. Although in its planning phase the programme suffered from a top-down, driven approach its structure and framework were designed to make it a "living" initiative. Consequently, although its broad objectives and areas of work remain the same its output and activities can adapt to the changing situation and better address the needs of its partners and beneficiaries in South Eastern Europe.

A further specific review to assess what has been effective and what needs to be revised in the programme is valuable as this approach provides for opportunities to make the programme even more relevant and efficient.

Concerning this assessment, within such a short timeframe (it is only 2.5 years from the start of its implementation) it is unrealistic to attempt at this juncture to measure the impact SEEDRMAP has had on disaster risk reduction in South Eastern Europe.

Nevertheless, it is possible to identify an area in which the implementation of SEEDRMAP could be further enhanced and that is through a clearer monitoring and evaluation system in which quantifiable indicators are identified and benchmarks and targets set.

In the longer term, a reflection will also be needed to identify which objectives and focus areas should be kept and which should be revised in the implementation of subsequent programme stages.

SEEDRMAP set objectives are rather general, and this can make it difficult to propose a set of indicators to monitor the programme's impact and the added value of its specifics. However, proxies can still be identified and a set of impact indicators is proposed in Annex I.

It should be noted that although the respondents interviewed where informed of the activities of the World Bank and UNISDR they were not necessarily aware that the work being carried out was under the framework of SEEDRMAP. Although this does not necessarily reflect a diminished impact, it does however highlight a potential area of improvement.

Photo by Scott McLean; lightning strike in Croatia

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Summary of recommendations

Summary of recommendations

- *To clarify expected outcomes from project focus areas by defining quantitative indicators to monitor progress against the objectives.*
- *SEEDRMAP should explore the possibility of making funds available for translation of the most relevant documents into the languages of South Eastern Europe countries and plan national events to increase the visibility of its products. Surveys and other tools could be used for information dissemination, informing different sectors, academies, media etc., along with enhanced information sharing among HFA focal points and national platforms in South Eastern Europe. A greater involvement at the national level could in turn address the issues related to translation, creating a commitment from national actors to review translations to ensure that disaster risk reduction terminology and technical language is properly rendered. This could have a positive impact on the preparation and application of national disaster risk reduction strategies.*
- *SEEDRMAP needs to gain visibility as a comprehensive programme. For this purpose, results achieved need to be quantified to better address questions regarding 'what, how, who and when'. Furthermore, the national dimension needs to be better integrated for specific support to regional and national disaster risk reduction strategies. On this basis, the identification of indicators to monitor progress is proposed in Annex I. The feasibility of these indicators should be assessed in consultation and partnership with national, regional and international actors contributing to SEEDRMAP.*
- *Long-term sustainability of capacity building activities is related to the establishment of a long-term regional strategy in disaster risk reduction carried out by resident organizations such as DPPI SEE. It is recommended that SEEDRMAP maintains its support to such regional organizations also involved in the design of future interventions.*
- *Documentation on the national implementation of SEEDRMAP in Albania (AL-DRMAP) should be planned in the upcoming two years to assess how the three components of SEEDRMAP at the national level perform. Of particular interest should be collaboration and bilateral agreements which are developed with other countries in the context of DRMAP, as is the case with Albania where Italy will contribute to a specific component of its national programme.*
- *Different financial possibilities with detailed options need to be presented to national partners in writing with clearly visible linkages to SEEDRMAP.*
- *Cooperation of SEEDRMAP with public media in South Eastern Europe in the area of insurance would be beneficial.*
- *Programme objectives and envisaged activities under this component should be screened and specified to avoid duplications and redundancies, and clarify their suitability for the regional approach. Expected outputs should be more specified and indicators used to monitor progress after defining the baseline agreed with stakeholders, and particularly beneficiaries.*
- *Investments in prevention and preparedness should continue to be carefully examined to avoid duplications and should be based*

on a coordinated approach to implementing regional strategies that would further ensure sustainability at national level. In particular, this would need to be applied in view of the stronger investments in disaster risk reduction in the region triggered by SEEDRMAP. The programme should keep promoting regional synergies among ISDR partners to avoid duplications and enhance the effectiveness of disaster risk reduction investments.

- *SEEDRMAP should be more specific about building relationships, i.e. in line with the implementation of SEEDRMAP objective of anticipating possible partnerships and their expected outputs, and the benefits of those partnerships.*

Annexes

I. Impact indicators: SEEDRMAP

II. List of missions and interviewed partners

III. References

I. Impact indicators: SEEDRMAP

IMPACT INDICATORS Per **SEEDRMAP** project component (objective)	Baseline 2006 (8 SEE countries)	Expected result 2010/11	Expected long-term result	Tools and methods (how)	Frequency of data collection from 2010/who is responsible?	Assumptions/ comments
Project component A: Development of regional and national DRR strategies						
Creation of a regional plan in DRR executed by DPPI SEE	None	10 (100%) by end 2011		DPPI SEE developed and shared with ISDR partners the regional plan	Annual	
Number of SEE countries (partners in SEEDRMAP) with DRR strategy adopted	None	6 (75%)	8 (100%)	Relevant publications that provide recommendations for organizational/ legislative improvements and priorities Participation and support to key events in the region that are DRR related; advocacy for DRR and HFA	Annual UNISDR/WB with DPPI SEE support	
Number of SEE countries (partners in SEEDRMAP) with established national platforms for DRR	None	6 (75%)	8 (100%)	Regional WSs to stimulate exchange of good practice Capacity building at all levels; government, NGO, academic, information to the public	Annual UNISDR/WB with DPPI SEE support	
Number of SEE countries (partners in SEEDRMAP) with national DRMAP programme	None	3 (37.5%)	8 (100%)	Lessons learnt (case studies) and information sharing prepared for SEE countries	Annual WB/UNISDR	

IMPACT INDICATORS Per **SEEDRMAP** project component (objective)	Baseline 2006 (8 SEE countries)	Expected result 2010/11	Expected long-term result	Tools and methods (how)	Frequency of data collection from 2010/who is responsible?	Assumptions/ comments
Project component B: Disaster risk financing and hedging instruments development						
Creation of a regional catastrophe insurance pool (SEEC-CRIF)	Not existing	Established in 2010	SEEC-CRIF strengthened	Feasibility study, project facilitation, implementation	WB/UNISDR	
Number of SEE countries participating in SEEC-CRIF	None	6 (75%)	8 (100%)	High-level meetings with national/ government reps, media campaigns; through existing regional cooperation (DPPI SEE; RCC)	Annual WB/UNISDR	
Increased public and private investments in disaster risk financing instruments in the region in US$	Limited or little (tbc)			Data gathering and analyzing	Biennial WB	WB verification that this is measurable / data available
Project component C: Strengthening of weather forecasting and flood early-warning systems						
Creation of a regional network of hydro-meteorological services in SEE/number of participating SEE HM services	None	Initiated in 2009 / 7+2 countries	Strengthening of the network, formal commitment attained/all SEE countries	Support to national services; facilitating donor support; encouraging private-public partnerships	WMO/UNISDR/ WB/Finish Hydro-meteorological Institute	
Number and the value of the projects stimulated and facilitated under SEEDRMAP− towards investments in observation and monitoring technologies	None	Mobilized resources at least for US$ 1 million	4	Facilitate specific projects identification and project development; support to fundraising	Annual UNISDR/WB/ WMO and DPPI SEE	

IMPACT INDICATORS Per **SEEDRMAP** project component (objective)	Baseline 2006 (8 SEE countries)	Expected result 2010/11	Expected long-term result	Tools and methods (how)	Frequency of data collection from 2010/who is responsible?	Assumptions/ comments
Project component D: Disaster preparedness and response						
Regional contingency plan developed to support national endeavours in preparedness for response, HFA 5 Planned for Results (PfR)	None Different national levels of preparedness for response Limited capacity at national levels	Developed indicators to monitor PfR at the regional level	Improved and equalized level of PfR in SEE	To strengthen regional organization - DPPI SEE in its planning (to include this in own strategy) by providing technical expert support and with relevant study that would propose indicators to monitor progress in PfR in SEEDRMAP countries	Annual UNISDR/WB in close cooperation with DPPI SEE and other IO, NGOs, initiatives, donors	DPPI SEE agreement in consultation with DPPI partners

II. List of missions and interviewed partners

1	Date and location	Mail, followed by interview 29.09.2009, in Pula, Croatia
	Country/Institution	Montenegro, Ministry of Interior; HFA focal point
	Name and surname	Mr. Zoran Begovic, Assistant Minister

2	Date and location	Mail, followed by interview 29.09.2009, in Pula, Croatia
	Country/Institution	Bosnia and Herzegovina, Ministry of Security; HFA focal point
	Name and surname	Mr. Samir Agic, Assistant Minister, Head of Protection and Rescue Sector, and Ms. Olga Slagalo, Senior Associate for Cooperation with International Institutions and Organisations

3	Date and location	Mail, followed by interview 29.09.2009, in Pula, Croatia
	Country/Institution	Meteorological and Hydrological Service (HMZ) Croatia
	Name and surname	Ms. Vlasta Tutis, Assistant Director

4	Date and location	Mail and interview in Constanta, Romania, and phone interview 04.10.2009
	Country/Institution	Croatia, National Protection and Rescue Directorate; HFA focal point
	Name and surname	Ms Arabela Vahataric, Head of International Relations Division, and Mr. Damir Cemerin, Deputy Commander of Civil Protection

5	Date and location	Mail, interview in Skopje 15.9.2009 and in Pula 28.9.2009
	Country/Institution	Former Yugoslavian Republic of Macedonia/Crisis Management Center; HFA focal point
	Name and surname	Dr. Pande Lazarevski, Director, and Ms. Gordana Naumovska, Assistant Head of Department for NATO and International Coordination, and Ms Ana Stoimenova, Junior Associate, Department for NATO and International Coordination.

6	Date and location	Mail, interview scheduled end October
	Country/Institution	Albania, Ministry of Interior, General Directorate for Civil Emergencies; HFA focal point
	Name and surname	Mr. Sali Kelmendi, Director, Planning & Coordination Civil Emergencies

7	Date and location	Mail, interview in Pula 29.09.2009 and in Romania 02.10.2009
	Country/Institution	Sweden, Swedish Civil Contingency Agency (MSB); HFA focal point
	Name and surname	Ms. Maja Herstad, Strategic Coordinator, International Department, and Ms. Janet Edwards, International Coordinator

8	Date and location	Mail and interview in Pula, Croatia, 29.09.2009
	Country/Institution/ Organization	Disaster Preparedness and Prevention Initiative SEE
	Name and surname	Mr. Orhan Topcu, Head of DPPI SEE

9	Date and location	Phone conference 21.10.2009
	Country/Institution/ Organization	WMO
	Name and surname	Ms. Mary Power, Director, Resource Mobilization Office

10.	Date and location	Mail , 25.09.2009
	Country/Institution/ Organization	UNDP Bosnia and Herzegovina
	Name and surname	Amela Gacanovic-Tutnjevic, Project Manager, Integrated Mine Action Programme (IMAP)/Disaster Risk Reduction Project (DRRP)

III. References

Publications and documents:

1. South Eastern Europe Disaster Risk Mitigation and Adaptation Programme, UNISDR; WB 2008;
2. Mitigating the Adverse Financial Effects of Natural Hazards on the Economies of South Eastern Europe: a Study of Disaster Risk Financing Options, UNISDR; WB 2008;
3. South Eastern Europe Disaster Risk Mitigation and Adaptation Initiative: Risk Assessment for South Eastern Europe, Desk Study Review, UNISDR; WB 2008;
4. Strengthening the Hydrometeorological Services in South Eastern Europe: South Eastern Europe Disaster Risk Mitigation and Adaptation Programme, UNISDR; FMI; WB; WMO 2008;
5. The Structure, Role and Mandate of Civil Protection in Disaster Risk Reduction for South Eastern Europe, UNISDR; ACPDR Slovenia; UN OCHA; WB 2009;
6. Bulgarian Catastrophe Insurance Initiative, Draft Feasibility Study; WB, June 2008, www.worldbank.org
7. Adapting to Climate Change in Europe – Options for EU Action; Commission of European Communities Green paper; 2007, http://eur-lex.europa.eu/LexUriServ/site/en/com/2007/com2007_0354en01.pdf

Web links:

- UNISDR Europe Publication http://www.unisdr.org/europe/publications/
- GFDRR http://gfdrr.org/index.cfm?Page=Track%20I:%20Partnerships%20in%20DRR&ItemID=12
- MD DCRMP http://www-wds.worldbank.org/external/default/main?pagePK=64193027&piPK=64187937&theSitePK=523679&menuPK=64187510&searchMenuPK=64187511&theSitePK=523679&entityID=000334955_20100719024447&searchMenuPK=64187511&theSitePK=523679
- AL-DRMAP http://www-wds.worldbank.org/external/default/main?pagePK=64193027&piPK=64187937&theSitePK=523679&menuPK=64187510&searchMenuPK=64187283&siteName=WDS&entityID=000333038_20080603010829

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