



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

BOSNIA AND HERZEGOVINA

Support to Civil Society in
awareness raising, advocacy
and recovery assistance to
flood affected areas



Action summary

The Action will provide financial support to Civil Society Organisations to implement interventions for the recovery of flood-affected local communities in Bosnia and Herzegovina. It will support the Civil Society efforts in awareness raising on flood prevention, as well as implementation of short and medium-term interventions in the area of environment, employment, education, health, social inclusion and any other sector, excluding the reconstruction of housing and public infrastructure.

Action Identification	
Action Programme Title	Special measure on flood recovery and flood risk management
Action Title	Support to Civil Society in awareness raising, advocacy and recovery assistance to flood affected areas
Action Reference	IPA 2014/ 037-703. 5/ Special measure on flood recovery and flood risk management / Support to Civil Society
Sector Information	
IPA II Sector(s)	NA
DAC Sector	43010 - Multisector aid
Budget	
Total cost	EUR 2 million
EU contribution	EUR 2 million
Management and Implementation	
Method of implementation	Direct management
	EU Delegation to Bosnia and Herzegovina
Location	
Zone benefiting from the action	Bosnia and Herzegovina
Specific implementation area(s)	<p>Lot 1 - Dobož region: Dobož-Jug, Dobož-Istok, Usora, Modriča</p> <p>Lot 2 - Bijeljina region: Lopare, Šekovići, Sapna, Teočak</p> <p>Lot 3 - B.Šamac/Domaljevac region: Vukosavlje</p> <p>Lot 4 - Tuzla region: Lukavac, Srebrenik, Petrovo, Gračanica, Kalesija</p> <p>Lot 5 - Zenica region: Žepče, Maglaj, Zavidovići</p> <p>Lot 6 - Prijedor region: Banja Luka, Čelinac, Sanski Most, Oštra Luka</p> <p>Lot 7 - Derventa region: Laktaši, Srbac, Bosanski/Novi Grad</p> <p>Lot 8 - Brčko region: Orašje, Donji Žabar, Odžak</p> <p>Lot 9 - Kladanj region: Olovo, Živinice, Bratunac, Milići</p>
Timeline	
Deadline for conclusion of the Financing Agreement	at the latest by 31 December 2015
Contracting deadline	3 years following the date of conclusion of the Financing Agreement, with the exception of the cases listed under Article 189(2) Financial Regulation
End of operational implementation period	6 years following the date of conclusion of the Financing Agreement.

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Bosnia and Herzegovina was hit by very heavy rainfall in May 2014 resulting in some of the worst floods on record. Water retention by soil and slopes was surpassed. These effects were aggravated by pre-existing environmental degradation associated with environmental degradation factors such as deforestation, intrusion in river beds and construction in hazardous risk exposed areas.

The whole of the watershed leading to the river Sava was overwhelmed and peaked, generating flash floods and carrying debris downstream creating a path of destruction and desolation. The accumulated downstream flow of water, mud and debris caused widespread floods in the plain. As the river Sava peaked, drainage from the plain became impossible causing the retention of water in lowlands for an extended period. Rainfall also caused more than 4 000 landslides.

A large number of municipalities declared a state of emergency. It is estimated that a total of 81 local governments suffered damages, losses, as well as social or environmental impacts of a varying degree. Around 90 000 persons were temporarily displaced from their homes and more than 40 000 took extended refuge in public or private shelters or moved in temporarily with relatives or friends.

The Recovery Needs Assessment, conducted by domestic authorities with assistance provided by the European Union, the United Nations and the World Bank, found that floods affected nearly one million residents of Bosnia and Herzegovina.

The total economic impact of the disaster (destruction or severe damage to property, infrastructure and goods as well the effects of destruction on livelihoods, incomes and production, among other factors) is estimated to have reached BAM¹ 3.98 Billion. Most of it impacted the private sector; families, small, medium and large businesses, and agricultural producers, including an undefined number of vulnerable groups of the population. The floods are estimated to have caused the equivalent of nearly 15% of the Gross domestic product (GDP) in damages (9.3% of the GDP) and losses (5.6% of the GDP) in 2014 in Bosnia and Herzegovina. This amounts to around 2.49 Billion BAM of damages and 1.49 Billion BAM of losses. The hardest hit economic sectors were agriculture, transport and productive activities. As a result, the economy of Bosnia and Herzegovina is expected to contract by 0.7% in 2014.

The European Union launched in August 2014 the EU Floods Recovery Programme which is aligned with the Recovery Needs Assessment. The Programme is worth EUR 43.52 million, out of which the EU finances EUR 42.24 million, to help flood affected communities in Bosnia and Herzegovina. This ongoing Programme will contribute to flood recovery as an immediate measure and it is implemented by the United Nations Development Programme in Bosnia and Herzegovina (UNDP), UNICEF and IOM, until October 2015. This assistance is focused on reconstruction of about 4,000 dwellings for approximately 14,000 people, restoration of critical local services and community infrastructure (including schools, health and social welfare centres, water and sanitation facilities, small community roads and bridges) in 50 localities, as well as providing support in retaining and creating up to 2,000 jobs in flood-affected areas. Selection of beneficiaries is based on the findings of the Recovery Needs Assessment and public calls, with a particular focus on the most vulnerable, such as the elderly, families with children and persons with disabilities.

However, more remains to be done to support recovery and to support awareness raising and advocacy.

Furthermore, the complex political system in the country is reflected in many different approaches to management of rivers, lumbering, spatial planning and dealing with illegal constructions, landslides recovery and prevention, etc. In addition, almost no level of government has proper early warning system or strategies/plans on flood prevention. Lack of proper management of rivers, lumbering, construction activities and environment impact assessments, contributed to the devastating floods in May 2014.

¹ Bosnia-Herzegovina Convertible Mark

Therefore, civic engagement as well as increased public awareness are needed in order to contribute to prevention of new floods.

This EU assistance will focus on the issues which are not covered through the EU Floods Recovery Programme, including raising public awareness on prevention of floods, local authorities' accountability on prevention of floods and accountable management of water beds, assistance to recovery of jeopardised small independent businesses, smaller interventions in environment, employment, education, health sectors, social inclusion and any other sector excluding the reconstruction of housing and public infrastructure. The assistance shall be implemented by grass roots local and international civil society organisations operating in BiH.

The current Action will provide good visibility of the European Union (EU) in the most flood-affected areas in Bosnia and Herzegovina and will ensure proper civic engagement in advocacy for future prevention of floods (for instance, issue of inappropriate maintenance of systems for water drainage channels or environment management, etc). Furthermore, the current Action is also supposed to contribute to developing more regular civil society-local governments-public cooperation in order to ensure better management of local resources and thus reduce the risk of floods in the future.

The Action will be closely coordinated with the on-going EU Flood Recovery Programme in order to avoid overlapping but also to ensure synergy and maximisation of the impact of the EU assistance to flood affected areas.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

Civil Society sector in Bosnia and Herzegovina is active and efficient in delivering results by implementing different types of projects at the local level, e.g.: assistance in social inclusion, economic recovery of vulnerable groups in the society (long term unemployed, disabled, minorities, refugees, displaced persons, etc.); public awareness raising on specific issues (related to environment, social issues, human rights, etc.); as well as concrete implementation of measures in the above mentioned areas.

Lessons learned within the Reinforcement of Local Democracy Project² (LOD), implemented by the UNDP and funded by the EU have proven that cooperation between municipalities and civil society organisations can produce very good results. Overall, more than 220 small scale projects have been implemented by the CSOs through LOD in a period of 5 years.

² More info about LOD is available at:
http://www.ba.undp.org/content/bosnia_and_herzegovina/en/home/operations/projects/poverty_reduction/reinforcement-of-local-democracy-iii--lod-iii-.html

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	
To contribute to the implementation of short and medium-term interventions for recovery of flood-affected areas through support for the priorities in the area of environment, employment, education, health, social inclusion and any other sector, excluding the reconstruction of housing and public infrastructure.	Assessment of CSO intervention in socio-economic recovery in Bosnia and Herzegovina in the flood affected areas.	Ad-hoc CSOs thematic reports EC Progress reports	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
To support implementation of interventions by Civil Society Organisations in recovery of flood-affected local communities in Bosnia and Herzegovina.	Assessment of interventions implemented by CSOs to the recovery of flood-affected municipalities as per the Recovery Needs Assessment Report (RNA) ³ .	Implementation reports Meetings Monitoring and on-site visits Monitoring missions reports	CSOs keen to assist in recovery of floods affected areas. Local authorities responsive to initiatives for future flood prevention.
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
Result 1: Public awareness is raised by CSOs through public awareness and advocacy activities on the need for liable management of water beds, drainage systems, lumbering, as well as on risks of irresponsible spatial planning	Number of public demands for more liable management of river beds, drainage systems, lumbering and spatial planning	Implementation reports Meetings Monitoring and on-site visits Monitoring missions reports	Affected municipalities will be very much interested not only in ensuring assistance for socio-economic recovery but also assistance in prevention of future floods and development of early warning systems.
Result 2: Targeted municipalities assisted by CSOs have developed flood prevention and monitoring plans as well as early warning systems	Number of early warning systems (EWS) developed		
Result 3: Small independent businesses are assisted by CSOs to recover in flood-affected areas	Number of retained or generated jobs in small independent businesses		
Result 4: Flood-affected families are assisted by the CSOs in economic recovery	Number of families assisted out of those whose livelihoods have been affected by the floods		
Result 5: Environmental recovery in flood-affected areas is assisted by CSOs	Number of environmentally affected areas recovered (e.g. recovery of areas of public interest such as parks and pedestrian zones)		
Result 6: Assistance in education, health and social inclusion is provided by CSOs in flood-affected areas	Number of recovered services in the areas of education, health as well other social services		
ACTIVITIES	MEANS	OVERALL COST	ASSUMPTIONS
1. Identify and implement - through CSOs - awareness raising and advocacy activities for future flood prevention in affected municipalities	Grant scheme	EUR 2 million	The whole amount of funds available in the budget will be utilised. A certain amount of co-financing can be expected from CSOs although it is not possible to forecast it precisely
2. Establish - through CSOs - monitoring and early warning systems jointly with targeted municipalities			
3. Identify - through CSOs - small independent businesses in need for recovery after floods, analyse their needs and provide assistance			
4. Identify - through CSOs - families in need for recovery after floods, analyse the needs and provide assistance			
5. Identify - through CSOs - the needs of targeted municipalities in terms of recovery of the damage in the environment caused by the floods			
6. Identify- through CSOs - the needs of targeted municipalities in terms of damage recovery in the areas of education, health and social inclusion.			

³ Recovery Needs Assessment report 2014 - http://ec.europa.eu/enlargement/news_corner/floods/index_en.htm

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

Re-granting will be allowed and encouraged. The duration of the Action will be up to 12 months.

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

The Action will be implemented under direct management by the EUD through a grant scheme to support CSOs (7 to 10 grant contracts).

In order to ensure proper coverage of the most flood-affected areas in Bosnia and Herzegovina it is proposed to divide these areas into 9 geographical lots containing, in total, 41 municipalities as elaborated below:

Lot 1 - Doboј region: Doboј-Jug, Doboј-Istok, Usora, Modriča

Lot 2 - Bijeljina region: Lopare, Šekovići, Sapna, Teočak

Lot 3 - B.Šamac/Domaljevac region: Vukosavlje

Lot 4 - Tuzla region: Lukavac, Srebrenik, Petrovo, Gračanica, Kalesija

Lot 5 - Zenica region: Žepče, Maglaj, Zavidovići

Lot 6 - Prijedor region: Banja Luka, Čelinac, Sanski Most, Oštra Luka

Lot 7 - Derвента region: Laktaši, Srbac, Bosanski/Novi Grad

Lot 8 - Brčko region: Orašje, Donji Žabar, Odžak

Lot 9 - Kladanj region Olovo, Živinice, Bratunac, Milići.

In order to enable faster contracting procedures a request for derogation will be submitted to reduce the period for application for open procedures from 90 days down to 45 days.

ASSUMPTIONS AND CONDITIONS

It will be necessary to derogate operating costs, reconstruction activities, as well as humanitarian activities from the list of ineligible costs. In addition, derogation will also be required for enabling 100% EU funding as well as a reduction of the application duration process from 90 days down to 45 days in order to enable fast response from CSOs in assisting the flood recovery process.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

The Action will be internally monitored by the EU Delegation to Bosnia and Herzegovina in line with the set of indicators. At the start of implementation, the matrix of indicators for the Action may be refined after undertaking the necessary research and data collection to define accurate baselines and realistic targets.

Monitoring at sectoral and programme level: the National IPA Coordinator services (NIPAC services in the Directorate for European Integration – DEI) has established a sub-unit in charge of Monitoring and Evaluation. In accordance with the current practice, this sub-unit ensures the preparation of reports and analysis required for monitoring EU funded projects and programmes by the IPA Monitoring Committee (IPA MC). The NIPAC services organise the IPA MC meetings. It also interacts with the Council of Ministers and the Parliament to address questions on the implementation of the EU funded projects. In line with the Framework agreement to be signed between Bosnia and Herzegovina and the EC⁴, an IPA MC and relevant Sectoral Monitoring Committees (SMC) will be set-up and will adopt their respective rules of procedures. The IPA MC will meet at least once a year and the SMC at least twice a year. The NIPAC services will implement the procedures applicable for the preparation - together with the EUD - of implementation reports covering the technical and

⁴ Framework agreement between Bosnia and Herzegovina and the EC on the arrangements for implementation of union financial assistance to Bosnia and Herzegovina under the instrument for pre-accession assistance (IPA II)

financial execution of the Action and to be examined by the SMC and IPA MC. The implementation reports will allow the SMC to measure progress in relation to achieving the objectives of the Action and expected outputs, results and impact by means of the indicators related to the baseline situation. The IPA MC will review “the overall effectiveness, efficiency, quality, coherence, coordination and compliance of the implementation of all actions towards meeting the objectives set out in the Financing Agreements and the country strategy papers” and will base itself on the information to be provided by the SMC.

External monitoring: in addition, the Action may be subject to Result Oriented Monitoring (ROM). The NIPAC Services ensures that ROM reports are transmitted to the relevant stakeholders and follow-up the implementation of the related recommendations, including – when relevant - at the level of the IPA MC.

Evaluation: the Action will be subject to interim and ex-post evaluation in line with the General principles of evaluation of IPA II Assistance. The IPA MC and SMC will take the results of evaluations into account under the aegis of the NIPAC Services.

INDICATOR MEASUREMENT

Indicator	Description	Baseline (2010)	Last available (2014) ⁵	Milestone 2017	Target 2020	Source of information
Overall objective	Outcome/impact					
Assessment of CSO intervention in socio-economic recovery in Bosnia and Herzegovina in the flood affected areas.	The indicator is an overall assessment of CSO's intervention in socio-economic recovery of Bosnia and Herzegovina (qualitative assessment)	Not applicable	Not applicable	Overall positive assessment of CSO intervention in socio-economic recovery of Bosnia and Herzegovina	As the Action may last only one year, target 2020 will be the same as milestone 2017	Ad-hoc CSOs thematic reports EC Progress reports
Specific objective	Outcome indicator(s)					
Assessment of interventions implemented by CSOs to the recovery of flood-affected municipalities as per the Recovery Needs Assessment Report (RNA) ⁶ .	The indicator is a qualitative assessment of the interventions implemented by CSOs in the flood-affected municipalities	Not applicable	Not applicable	Positive assessment of interventions implemented by CSOs in the recovery of flood-affected municipalities	As the Action may last only one year, target 2020 will be the same as milestone 2017	Implementation reports Meetings Monitoring and on-site visits Monitoring missions reports
Result 1	Immediate results indicator					
Number of public demands for more liable management of river beds, drainage systems, lumbering and spatial planning	The indicator measures the demands expressed by the public in relation to more liable management of river beds, drainage systems, lumbering and spatial planning.	Not applicable	No information available about specific public demands in relation to more liable management of river beds, drainage systems, lumbering and spatial planning	Minimum 10 public demands	As the Action may last only one year, target 2020 will be the same as milestone 2017	Monitoring missions Project Interim and final report

⁵ Source: Recovery Needs Assessment report 2014 - http://ec.europa.eu/enlargement/news_corner/floods/index_en.htm

⁶ Recovery Needs Assessment report 2014 - http://ec.europa.eu/enlargement/news_corner/floods/index_en.htm

Indicator	Description	Baseline (2010)	Last available (2014) ⁵	Milestone 2017	Target 2020	Source of information
Result 2	Immediate results indicator					
Early warning systems (EWS)	The indicator counts the number of early warning systems (EWS) developed	Not applicable	No accurate information available about specific EWS, though an on-going EIB loan (EUR 98 million) is supporting establishment of measurement systems for early warning in Republika Srpska	Minimum 10 additional EWS developed	As above	Monitoring missions Project Interim and final report
Result 3	Immediate results indicator					
Number of retained and generated jobs in small independent businesses	The indicator records the number of jobs retained and recovered in small independent businesses in the geographical zones covered by the Action	Not applicable	More than 3 000 people had lost their jobs. 13 500 people are at high risk of job loss 50 171 people are at low to medium risk of job loss.	Minimum 50 jobs are retained or generated	As above	Monitoring missions Project Interim and final report
Result 4	Immediate results indicator					
Number of families assisted out of those whose livelihoods have been affected by the floods	The indicator records the number of families affected by the floods and that have been assisted within the Action	Not applicable	25 000 households have seen their income and livelihoods permanently altered.	Minimum 50 families are assisted with livelihoods	As above	Monitoring missions Project Interim and final report
Result 5	Immediate results indicator					
Number of environmentally affected areas recovered	The indicator records the number of environmentally affected municipalities which have been assisted within the Action	Not applicable	81 municipalities in Bosnia and Herzegovina suffered damage, losses, social and/or environmental impact of varying degrees.	Minimum 10 environmentally affected municipalities are assisted	As above	Monitoring missions Project Interim and final report
Result 6	Immediate results indicator					
Number of recovered	The indicator records	Not	<u>Education</u> : 121 institutions	Minimum 10	As above	Monitoring

Indicator	Description	Baseline (2010)	Last available (2014) ⁵	Milestone 2017	Target 2020	Source of information
services in the areas of education, health as well other social services	the number of services in the areas of education, health as well other social services recovered with the support of the Action.	applicable	<p>affected, i.e.:</p> <ul style="list-style-type: none"> - 13 preschools - 81 primary school - 22 secondary schools - 4 higher education schools - 1 boarding school <p><u>Health:</u></p> <ul style="list-style-type: none"> - Direct damage to health facilities limited - Affected populations and enterprises ability to pay insurance premiums reduced, affecting the delivery of health services. - Increase in the demand for health services in the immediate aftermath of the disaster - Need for extra investment in a number of public health services (disease surveillance, immunisation programmes, mental health services and environmental health services, including vector and rodent control). <p><u>Social services:</u> 50 000 beneficiaries without access to social services, majority of them being women.</p>	institutions operating in the areas of education, health, or other social services are assisted in total.		missions Project Interim and final report

5. CROSS-CUTTING ISSUES

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

Flood protection is an important element of an appropriate environmental management and use of natural resources. Thus, and given its nature, the current Action has a very specific environmental dimension.

Environmental considerations will be integrated into the Action since the whole purpose of the Action is to increase public awareness and conduct public debates on prevention of floods (which cause mainly socio-economic problems) in the future accompanied with assistance to flood affected locations in the areas of environment, employment, education, social inclusion, etc.

Local authorities have an important role to play in environmental protection and civil society groups have been active in co-operating at local level in order to bring about improved practices. It is anticipated that this Action would encourage and "systematise" this development.

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

The Action envisages the engagement of civil society organisations in implementation of the Action's objectives. In addition, engagement of entities' associations of cities and municipalities is also foreseen in order to ensure sharing best practices, exchange of practices, views, opinions, etc.

As mentioned above in "lessons learned" the civil society has a strong relationship at municipal level. Therefore, the joint engagement of civil society organisations and local authorities will add value to implementation of flood-recovery measures and will contribute to the sustainability of the results upon completion of the Action.

EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING

Great challenges remain in Bosnia and Herzegovina to achieve gender equality and to allow equal opportunities for all. Social and economic disparities in the flooded areas have been exacerbated by the disaster of May 2014, especially in relation to the absence of a welfare safety net.

As mentioned in the Recovery Needs Assessment report⁷, it is essential that all affected communities involve both men and women in the planning and implementation of the recovery and reconstruction process.

While implementing the grant scheme proposed in the present Action, it will be requested in the instructions to applicants that selected applicants use gender-sensitive methodologies, closely monitor gender equality and minorities' rights and make sure that they are addressed properly.

MINORITIES AND VULNERABLE GROUPS

In addition to constitutionally inherent political discrimination, the Roma minority continues to live in extremely vulnerable conditions regarding health, employment and education. The very slow progress in this area will be also assisted within the current Action.

The Roma population particularly suffers the consequences of the floods in addition to displaced persons who still have not either returned to their pre-war homes or solved their accommodation issue. Other vulnerable groups that have been affected by the floods are: long term unemployed, disabled, elderly people, etc.

Within the present Action a particular emphasis will be put on assistance to affected minorities and vulnerable groups during the implementation of the proposed grant scheme.

⁷ Recovery Needs Assessment report 2014 - http://ec.europa.eu/enlargement/news_corner/floods/index_en.htm

6. SUSTAINABILITY

In order to achieve sustainability beyond the implementation period, the design of the Action takes account of the following:

- Financial assistance will be delivered using an appropriate instrument (i.e. grant scheme) in order to respond to different needs in flood affected areas. This will be done in a flexible, transparent, cost-effective and results focused manner;
- It will be requested that each grant application includes a flood prevention document plan which is expected to become an official document in each targeted local community (municipality).

Development of strategic documents for the flood affected municipalities is expected to be achieved through joint efforts of local governments and the civil society.

As much as feasible, the outcomes of the Action will be enacted in relevant local legislation wherever possible with ensured financial resources and implementation mechanisms.

7. COMMUNICATION AND VISIBILITY

Communication and visibility are at the core of this Action dedicated to awareness raising and advocacy.

Communication will be directed to three different audiences: the applicants to the grant scheme that will become partners directly involved in the implementation of activities i.e. CSOs, the final beneficiaries e.g. local governments, municipalities, households affected by the floods, etc. and the public at large.

Communication messages and tools adapted to these different audiences will be developed accordingly. These will be detailed in a Communication and Visibility Plan to be drafted at the beginning of the Action. All necessary measures will be taken to publicise the fact that the Action has received funding from the EU, in line with the Communication and Visibility Manual for EU External actions.

During the Action particular emphasis will be put on the dissemination of best-practices and exchange of information in order to increase the impact of results and bring a multiplier effect to other parts of the country.

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

It is the responsibility of the selected applicants to keep the EU Delegation fully informed of the planning and implementation of their specific visibility and communication activities. Related information will be submitted to the IPA monitoring committee and the sectoral monitoring committees in the reports on implementation of IPA II in Bosnia and Herzegovina.