1. **Basic Information**
   1.1 CRIS Number: 2005/017-684.02
   1.2 Title: Support to Sustainable Crisis Management at Central and local Level
   1.3 Sector: Public Administration reform
   1.4 Location: Bulgaria
   1.5 Duration 24 months

2. **Objectives**

   2.1 Overall Objective
   
   To reinforce and increase the Bulgarian capacity to plan for, manage and react to emergencies and natural disasters by enhancing the relevant institutional structures and support mechanisms and development of the relevant methodologies, guidelines and standards

   2.2 Project purpose
   
   To develop the capacity of the public administration and the research institutions to prevent and manage crises of non-military nature and to support the creation of sufficient administrative capacity within the Ministry.

   2.3 Accession Partnership and NPAA priority

   **Accession Partnership (2003)**
   
   The revised Accession Partnership complements the Roadmap and taken together these are the main tools guiding Bulgaria’s work on preparation for accession to EU. The Accession Partnership further develops the short and medium term issues identified in the Roadmap, identifying priorities that it is realistic to expect that Bulgaria can complete or take forward substantially.

   The Project addresses the political criteria, identified in the Accession Partnership, which include, amongst others, the following:

   - Strengthen capacity for strategic planning, policy analysis and evaluation at the public administration: in central and regional government and in municipal administration;
   - Enforce the horizontal reform designed to improve the effectiveness of the public administration.

   2.4 Contribution to National Development Plan

   This project is not designed as a direct contribution to the National Development Plan.

   2.5 Cross Border Impact
3 Description

3.1 Background and justification

The analysis of the inter-ministerial working group, established with Ordinance 02-14-1344/22.10.2001 of the vice prime minister and Minister for Regional Development and Public Works to elaborate a Concept Paper and Draft Law for Crises Management, identified a number of issues to be addressed. The following problems were highlighted:

- No unified legislative framework and framework law on risk prevention and crises management exists, which impedes decision-making and leads to overlapping of functions of the state administration units involved. More than 35 laws and 1500 regulations and norms, including international conventions, directives, rules and instructions, are currently in force;
- The terminology used in the different laws and regulations is not coherent and a comprehensive glossary shall be elaborated;
- There are no norms regulating the activities of the mayors and the other officials authorized to manage a crisis at local level;
- The existing duplicated lines of communications do not guarantee that information reaches the competent body and is taken into account at decision making;
- Training of management staff at all level of the state and local administration and of the relevant specialists is not envisaged and formally regulated;
- There is no state policy on the issues concerned in the higher education;
- The society and the citizens are purely acquainted with the rules for behaviour and protection during disaster, resulting in a large number affected civilians.

The heavy rainfalls and the floods that occurred in Bulgaria between May and August 2005 caused devastating consequences on the infrastructure and on the regional and local economies. Human lives were put in danger, 10 people died, more than 2 000 000 directly suffered from the floods. The rainfalls caused extensive flooding and material damages. The potential danger of new and larger floods continues to exist. These floods could provoke subsequent swamping of the affected areas and harm the existing ecosystems and biotopes. As a result, these areas could experience significant imbalance in their development resulting in increased territorial disparities.

Preliminary data and analyses show that most of these areas have received over 300 litres/sq.m/day of fall. Crisis situation was officially declared by municipal and district authorities in Shoumen, Stara Zagora, Targovishte, Veliko Tarnovo, Lovech, Pleven, Pernik, Vratza, Pazardjik, Plovdiv, Smolian and Sofia districts. As a result of the floods a great majority of the above mentioned municipalities are suffering from difficulties with the electricity and adequate water supply and lack communications.

The analysis carried out shows that more than 10 000 private and public buildings were flooded and partially or completely destroyed, part of the local population have been evacuated and left without proper housing conditions and amenities, 63 river bridges along the roads and 42 railway bridges have been damaged, 5736 km of roads and highways were affected and 124 km of railway tracks have been destroyed, including also several railway...
stations. 52 km of water protection and flood prevention dykes have been completely destroyed. 42 hospitals and health-care establishments have been flooded and 435 schools, kindergartens and other educational facilities were damaged.

The Permanent Commission for Civil Protection from Natural Disasters, Calamities and Catastrophes (PCCPNDCC) and in August 2005 the newly established Ministry of State Policy for Disasters and Accidents also the Permanent Municipality Committees have organized evacuations and provided emergency assistance to the population in these areas. Preliminary calculations have estimated that the total damages caused to the affected areas amount to 435.7 MEUR. However, the exact final amount of damages resulting from these natural floods is yet to be determined. The damage from the high waters is having and will continue to have a significant impact on the local and regional economy in these areas, especially on agriculture, transport and tourism sectors.

In the period 25-29 July 2005 a team of independent experts conducted a mission in Bulgaria for assessment of the damages caused by the floods in a prompt response to the request of the Bulgarian Authorities for launching EU financial support to overcome the consequences from the disaster. The final report from the mission based on the experts’ investigations and discussions with representatives of the regional and local authorities clearly stipulates the following:

“...In the interviews, the local authorities mentioned that the State Authorities had responded to their request for help. However, the help could have been more efficient if there was some kind of Task Force at the State Level that could provide technical assistance and guidance to affected municipalities in affected areas during complex emergency situations. The lack of prioritisation of the measures taken during and after the flood event reflects the absence of such a Task Force.

The MSE recognized a number of issues that need improvement:

- The provision of a centralised Emergency Fund with procedures in place that would effect a quick release of financial assistance in the event that a flood emergency or other civil protection incident were declared.
- A lack of resources at the central level has been identified. Professionals with technical expertise should be developed that could give advice to the people at the local level, to help prioritise actions, e.g. by a Task Force.
- The significant financial effects on the economy of the losses to private manufacturing and agricultural enterprises (Bulgarian Public Limited Company) should be recognized by the authorities. Damage Inventories should more clearly identify the effects of flood damage to the manufacturing and agricultural industries. A loss compensation program should be developed.
- The provision of resources to improve flood risk management should be improved. A greater emphasis must be placed on creating and maintaining, i.e. Maintenance Management Plans for technical structures (river beds, dikes, dams) and the removal of vegetation (river clearance programs) to ensure that the current flood assets are operating efficiently and effectively prior to and during flood events.
- On this occasion, flood warning seems to have worked remarkably well although there is no centralized flood forecasting infrastructure. The MSE recommend that a formalised flood warning system is investigated.
- Flood hazard maps should be developed. Development of residential and commercial property within high-risk zones should be prohibited.
The structural integrity of structures such as dams needs to be assessed on a regular basis.

The Bulgarian authorities fully acknowledged the findings in the report as it outlines the importance to build up reliable and efficient national systems for early alert, prevention and management of crises in Bulgaria that is obviously under threats and is exposed to severe natural calamities. It is a Government priority to define a state strategy and policy for building up, implementing and enforcing an efficient and effective integrated national system for crises management to guarantee the security of the citizens. This mostly depends on the mobilization of the necessary manpower and means within the state and local administration and other specialized institutions, units and services authorized to act and to coordinate activities during crisis situations.

The first major step by the Bulgarian Government in terms of improvement of the inter-service coordination and development of efficient national system for crisis prevention and management was the establishment of Ministry of State Policy for Disasters and Accidents headed by Deputy Prime Minister. Formerly the coordination of the joint activities between the central and local administration for prevention, limitation and elimination of the consequences from calamities, averages and catastrophes was within the responsibilities of a Minister without Portfolio.

As a new structure within the state administration it is obvious that the development of sufficient administrative capacity within the Ministry to become fully operational will require extensive technical assistance to meet the standards and to implement the recommendations provided in the EU experts report. On 31 October 2005 the Bulgarian Government approved the Organic Rule of the Ministry which total number of the staff will be 195 people, 117 of them allocated in the specialized administration. The State Agency “Civil Protection” and the State Agency “State Reserve and War-time Stocks” became second level spending units to the Minister of State Policy for Disasters and Accidents.

The other critical issue for streamlining the functions, tasks, responsibilities and the principles of interaction between the state and local governance bodies, legal and physical entities for the activities on crisis management and prevention was the adoption by the National Assembly on 17 February 2005 of the Crisis Management Law (CML) that sets the prevention measures, institutional segregation of duties and responsibilities, planning of the resources, due information to the citizens and services, restoring of the spending funds for the management activities and etc. Under its prescriptions a National system for crisis reaction should be established that consists of management bodies and centres, information-communication system and task forces for reaction to crisis. By this moment the mandatory Rules for enforcement of the Law are still under preparation by the Council of Ministers. In this respect important recommendations and valuable European practice could be introduced in the Law and the respective secondary legislation based on the achievements of this particular project. The Ministry of State Policy for Disasters and Accidents has already begun to work on improvement of the regulatory framework related to the crisis management by preparing the necessary analyses and proposals issued to the crisis management legislation.

Forecast, early warning and the monitoring of the crisis is a crucial issue. Its solving will lead to significant reduce of the risks for the citizens and the national economy. The EU experience shows that the needed investments in this area and the prevention measures are many times smaller in size than the funds that should be mobilized for overcoming the crisis
and for the following activities on restoring the situation. The development of operational crisis management system could not be successful only by the means of enhancement of the administrative capacity and provision of necessary legislative framework for implementation of the outlined measures. The technical means for forecasting and warning of population and institutions responsible for people safety are integral part of the whole system. In spite of the fact that the conclusions of the EU mission on floods in Bulgaria are favourable to the functioning of the flood warning system on local level it is obvious that the lack of centralized integrated Flood Forecasting and Warning System left the local communities to deal with the calamity mainly through physical monitoring of dam lakes levels and river beds. Thus setting up a centralized Forecasting and Early Warning System is considered as a necessary step for a sustainable and efficient solution of problems not only with flood events in the Bulgaria but with other types of calamities. The project is oriented towards establishment of such System, including suitable tools for hydro-meteorological observations, data tele-transmissions, proper flood forecasting facilities, and implementation of measures mitigating disasters’ impact. Set up of a Forecasting and Early Warning System requires clarification of hydro-meteorological conditions, assessment of data/information needs, data sources and modernisation of the measuring. The system should use routinely numerical weather models to be able to forecast heavy precipitation and consequent floods with longer lead time. Very important is also hydrological part utilizing hydrological models and potentially GIS images.

Moreover, this integrated Flood/Calamities Forecasting and Warning System operated by the Bulgarian Academy of Science and interconnected with the governmental and local administrative bodies, could also be applied to other hydro-meteorological risks like severe storms, frosts and other weather extremes and also in the case of predictions and warnings for smog situations. For such a purpose a centre for space monitoring will be established as a part of the whole system that may serve as a regional centre for receiving, summarize and submission of data to neighbour countries on the basis of bilateral or multilateral agreements.

Such a system should provide at least:

- Receiving of real-time operational information for emergency situations within the territory of the country (floods, earthquakes, fires etc.);
- Monitoring of Industrial air and water pollution;
- Real scale measurement of the pollution in emergency cases caused by chemical averages and cross-border;
- Snow melting information and forecast;
- Assessment of the condition of the soils, forests and agricultural crops;
- Control over the transportation of dangerous goods;
- Ensuring of most detailed information enabling the correct management decision-making in crisis cases;
- Estimation of the crises damages and the effectiveness of the recovery activities.

The results of the above-mentioned measures should be assessed mainly in terms of enhancement the protection of the health and safety of the citizens. Thus the training of population to react properly under emergency situations like floods is another critical factor and element of the crisis management system. According to experience from the last large floods this year the lack of training and poor knowledge of people about proper behaviour
and response under flood conditions had a strong influence on number of the affected population during this event.

3.2 Sector rationale
N/A

3.3 Results

The project comprises of two contracts: a technical assistance and a supply contract.

**Sub-project 1: Technical Assistance**

**Component A:**

*Improvement of the crisis management framework in the country:*

- Analysis prepared and proposals issued to upgrade the capacity of the local and regional institutions to plan for, prevent, manage and mitigate the consequences of emergencies, with due regard to the newly established Ministry of State Policy for Disasters and Accidents.

- Elaboration of rules and procedures for co-operation for all the structures involved in emergency response at local and regional level.

- Elaboration of rules and procedures for every step of the crisis management and emergency response work at local and regional level.

**Component B:**

*Enhancement of the administrative capacity of the Ministry, the other involved structures and the Bulgarian Research Institutes (NIMH, Geophysical institute of the Bulgarian Academy of Science etc.) for improvement of the crisis management organisation:*

- Analysis prepared and proposals issued to the Organic Rules of the Institutions from the central administration for full assuming of the obligations and responsibilities for crisis management at central level.

- Proposals for optimized structure of the specialised crisis management units at the state administration and a model for the interaction with the Research institutes, developed.

- Provided assistance for the establishment of the Centre for Space Monitoring

- Elaborated methodology, including standards and procedures for monitoring, prevention, early warning and swift reaction during crisis.

- EU experience in funds raising presented and financial mechanism (Centralised Emergency Fund) elaborated that is suitable for quick mobilisation and available for the local Authorities in case of crisis using budgetary or other resources.

- Training delivered to the Ministry and the other involved structures staff on the provisions of the regulatory framework, existing rules and procedures to build
knowledge and skills for managing every stage of the emergency preparedness, response and mitigation process.

- A pool of 20 trainers on crisis management issues trained
- Provide support to developing training programmes for crisis management for the Ministry, the Training & Development Centre (TDC) within the Bulgarian Academy of Science (BAS), including programme for higher education according to the accreditation of TDC to train PhD students.

**Component C:**
**Support to the regional and local crisis headquarters for optimisation of the crisis prevention and management activities:**

- Assistance provided for mapping floods and other natural calamities high-risk zones and for developing a strategy on withdrawing the residential and commercial activities from these zones.
- Modern crisis management plans on the operations and prioritisation of the crisis response measures undertaken by the headquarters on regional and local level elaborated.
- Management model of maintenance policy for floods threatening water resources and technical structures (rivers, dams and dikes) developed and the capacity for assessment the condition of these structures enhanced.
- Guidelines for conducting damage inventories elaborated.
- Elaborated data base and information system for resource management at local (municipal) and regional level depending on crisis escalation.

**Component D:**
**Setting up of a loss prevention programme through development of centralised integrated flood and other calamities forecast and warning system:**

- Performed analysis of the management model for floods and other calamities forecast and warnings and the available equipment within the BAS and the central, regional and local authorities of the public administration.
- Elaborated model of centralised flood forecast and warning system, including space monitoring centre,. The model/software provided, adopted and customised.
- The compatibility of the model/software with the real time information flows produced by the newly installed within the Supply component equipment ensured.
- Short training seminars, including exercises for the staff in the use of forecasting software and issuing warnings, carried out.
- Technical specifications on the equipment for operational forecast and warning system, produced
Component E:
Public awareness campaign

- Conducted public awareness campaign on the basic principles of the crisis management legislative framework and on the tasks of the state administration for its implementation, as well as on proper response and reaction under emergency situations.

- Manuals and guidelines for civilians to act during crisis, developed.

Sub-project 2: Supply

- Delivered necessary equipment for Forecasting and Warning System (incl. equipment for Space monitoring Centre) based on a multi-sensor observation input (precipitation, river flow etc.) containing modern observational instruments (weather radars, Automatic hydro-meteorological stations with real-time data transmission facilities including maintenance tools, GIS layers etc, aerial-receiving system etc.). Operation manuals and training of the related staff to operate the scheme provided.

3.4 Activities

Sub-project 1: Technical Assistance

Component A:
Improvement of the crisis management framework in the country:

- To prepare the necessary analyses on the capacity of the local and regional institutions to plan for, prevent, manage and mitigate the consequences of emergencies, with due regard to the newly established Ministry of State Policy for Disasters and Accidents.

- To propose and to consult with the stakeholders rules and procedures for co-operation for all the structures involved in emergency response at local and regional level.

- To draft, present to and consult with the stakeholders rules and procedures for every step of the crisis management and emergency response work at local and regional level.

Component B:
Enhancement of the administrative capacity of the Ministry of State Policy for Disasters and Accidents, the other involved structures and the Bulgarian Research Institutes (NIMH, Geophysical institute of the Bulgarian Academy of Science etc.) for improvement of the crisis management organisation:

- Preparation of analysis and drafting of proposals to the Organic Rules of the Institutions from the central administration for full assuming of the obligations and responsibilities for crisis management at central level.
- Development of proposals for optimized structure of the specialised crisis management units at the state administration and a model for the interaction with the Research institutes for crisis warning purposes.

- Provided assistance for establishment of a Centre for Space Monitoring analogous to the similar centres in all EU countries, for enhancement of the effectiveness of the activities on organisation, management, coordination and control over the prevention and decreasing of the calamities. Integration to the European information system.

- Elaboration of methodology for the Governmental and the other Institutions involved, including standards and procedures for monitoring, prevention, early alert and swift action during crisis, focused on the warning activities.

- Presentation of the EU experience in funds rising, development and public discussion of a financial mechanism (Centralised Emergency Fund) that is suitable for quick mobilisation and available for the local Authorities in case of crisis, using budgetary or other resources.

- Preparation of training needs analysis for the Ministry and the other involved structures staff and training of the specialized administrations on the provisions of the regulatory framework, and the practical aspects of the implementation of crisis management methodology. Provision of training programme and training delivery for the Ministry and the other involved structures staff.

- Creation of a pool of at least 20 trainers on crisis management issues. The final number of trainers and the scope of training needs will be set up in the frame of this TA.

- Development of training programmes for management of crises for the purpose of the Ministry, the Training & Development Centre (TDC) within the Bulgarian Academy of Science, including programme for higher education according to the accreditation of TDC to train PhD students.
Component C:
Support to the regional and local crisis headquarters for optimisation of the crisis prevention and management activities:

- Provision of assistance for mapping floods and other natural calamities hazardous high-risk zones and preparation of a strategy on withdrawing the residential and commercial activities from these zones, including a model for covering the respective financial compensations or commutations.

- Elaboration of a modern crisis management plans on the operations and prioritisation of the crisis response measures undertaken by the headquarters on regional and local level.

- Development of a management model of maintenance policy for floods threatening water resources and technical structures (rivers, dams and dikes) and enhancement of the capacity for assessment the condition of these structures according to the maintenance model and through provision of training for the respective local authorities.

- Elaboration of Guidelines for conducting damage inventories.

- Development of data base and information system for resources management at local (municipal) and regional level based on modelling of the crisis escalation.

Component D:
Setting up of a loss prevention programme through development of centralised integrated flood and other calamities forecast and warning system:

- Conduction of analysis of the management model for flood and other calamities forecast and warnings at the research institutes and the central, regional and local authorities of the public administration and the available equipment within the BAS.

- Elaboration of a model of centralised forecast and warning system, including space monitoring centre, outlining the technical means for warning delivery, covering all levels of the administration and the scientific institutes and ensuring delivery of warning up to local levels, based on the analytical work and EU best practices. Provision and customization of the model/software.

- Securing the compatibility of the model/software with the real time information flows produced by the newly installed within the Supply component equipment.

- Provision of short training seminars, including exercises for the staff in the use of forecasting software and issuing flood warnings.

- Elaboration of the technical specifications on the mapped equipment for operational forecast and warning system.
Component E:  
Public awareness campaign

- Conduction of public awareness campaign on the basic principles of the crisis management legislative framework and on the tasks of the state administration for its implementation, as well as on proper response and reaction under emergency situations.

- Development of manuals and booklets for civilians to act during crisis.

Sub-project 2: Supply

- Delivery of the necessary equipment for Flood Forecasting (operated by NIMH) and Warning System operated by NIMH and the respective bodies from the administration (central regional and local) based on a multi-sensor observation input (precipitation, river flow etc.) containing modern observational instruments (weather radars, Automatic hydro-meteorological stations with real-time data transmission facilities including maintenance tools, GIS layers, aerial-receiving system etc.).

- The necessary equipment may include:
  - Automatic hydro-meteorological stations with real-time data transmission facilities including maintenance tools;
  - Data pre-processing and storage software, operational database hardware and software, data archiving facility for conventional and satellite long term data storage, GIS layers including 1:2500/1:5000 geo-referenced maps of the significant river courses where the river bed and flood planes cross-sections will be established, software and hardware;
  - Satellite snow cover water content and high intensity precipitation data receiving station - software and hardware;
  - Central Internet based information system for public awareness and decision support purposes, incl. software and hardware.

3.5 Linked Activities

- It is expected that Bulgaria receives complementary flood relief assistance from the European Union Solidarity Fund.
- Phare project BG 2005/453.01.01 “Capacity Improvement for Flood Forecasting in the BG-TR CBC Region”.
- Component within Phare project BG 2003/005-632.03 “Technical Assistance for Multi Annual Programming and Implementation of future cross border neighbourhood programmes with Serbia & Montenegro, FYROM and Turkey” providing TA to the above project.
3.6 Lessons learned

The project for crisis management is the first of this type to be implemented though the intensive EU support for the Public Administration Reform in Bulgaria launched through the Phare Programme. In regard to that, no specific lessons could be reported to be closely linked with the present project. However, experience obtained from past and ongoing projects, especially experience from implementation of similar projects in EU Member State countries will be applied as much as possible.

4. Institutional Framework

Institutional framework includes the key institutions involved in the implementation and monitoring of this project:

The National Aid Co-ordinator (NAC) has overall responsibility for programming, co-ordination, monitoring and evaluation of all Phare programmes. The National Fund (NF), in the Ministry of Finance, headed by the National Authorising Officer (NAO), has overall responsibility for financial management of the Phare funds. The NAO shall have full overall accountability for Phare funds allocated to the programme until the closure of the programme.

The Ministry of the State Policy for Disasters and Accidents is a beneficiary of the project under all the Components of the Technical Assistance contract and one of the beneficiaries of the Warning system. As a new structure within the state administration it is obvious that the development of sufficient administrative capacity within the Ministry to become fully operational will require extensive technical assistance to meet the standards and to operate according to the best EU practices. The structures of the State Agency for Civil Protection as a part of the national system for crisis management will also benefit from the project; however at the time of the project implementation it will be expected to be a part of the Ministry and therefore could not be regarded as a separate beneficiary. It will continue as a part of the Ministry to be responsible for for the implementation of the civil protection activities in crisis cases emerged from natural calamities, chemical, biological and radiation infections in a consequence of technological averages, catastrophes and terrorist acts. The 28 territorial directorates are expected to also benefit from the results of the project.

The National Association of the Municipalities in the Republic of Bulgaria is an important stakeholder. (NAMRB) from 1999 all 264 municipalities in Bulgaria are members of the Association. Through the administrative staff of the Association and the specialized commissions, the Organization is intensively involved in the improvement of the regulatory framework and is a main source for transfer of best practices and experience to the municipalities. The Association is counted for the organization of the local authorities and the transfer of the results of the project to the relevant municipal institutions and local crisis headquarters which by the provisions of the Law are headed by the mayors.

The Bulgarian Academy of Science (BAS) is a national scientific research centre in the fields of the natural, engineering, social, medical and agro-biological sciences and the humanities and social sciences. The interactions between BAS and the government administration in the fields of crisis management is utilized.
The institutional arrangements among all involved parties will be established by the Agreement signed by all involved parties after the relevant Financing Agreement is signed and the project starts its implementation.

The Academy has a central role in:

– Maintenance, development and scientific provision of hydrological and meteorological observations and forecasts for the needs of Bulgarian national institutions, society and media and in the framework of the agreements with the World Meteorological Organization;
– Active scientific participation in the studies of the global climate changes and development of remote sensing methods for the investigation of the Earth from space and their implementation in the Bulgarian economy;
– Lithosphere and hydrosphere studies and related risk factors with direct applications in civil engineering and public needs.

Through its National Institute of Meteorology and Hydrology, The Geophysical institute and the Training and Development Centre, BAS shall benefit from the project in terms of the whole improvement of the interaction with the administration, the developed training programmes for management of crises for the needs of TDC, and the delivered model and equipment for the centralised Floods Forecast and Warning System.

The Project Steering Committee will provide guidance for overall project implementation and management and will be composed of representatives from the following institutions:

- The Ministry of State Policy for Disasters and Accidents
- The National Association of the Municipalities in the Republic of Bulgaria;
- The Bulgarian Academy of Science/ National Institute of Meteorology and Hydrology, The Geophysical institute, the Training and Development Centre;
- The Ministry of Environment and Waters;
- The Ministry of State Administration and Administrative Reform
- EC Delegation as observer.
- Ministry of Finance/NAC Services as observer

Phare Implementing Agency Directorate (CFCU)

The Ministry of Finance will be acting as a Contracting Authority with the overall responsibility for the programme implementation, administrative, technical and financial management of the project. The Implementing Agency within MoF - CFCU will assume the overall responsibility for tendering and contracting procedures, administrative, financial and technical management of EU assistance to this project and monitoring of project activities. The Implementing Agency will manage the project financially and will make payments to the contractors.

Project Implementation Unit (PIU)

A PIU will be designated under the responsibility of the Ministry. The implementation arrangements, duties and responsibilities will be defined and described in details in a Memorandum of Understanding to be signed between the Implementing Agency at the Ministry of Finance and the PIU. The PIU will closely supervise the implementation of project activities at operational level on a day-to-day-basis and will make recommendations for corrective measures if appropriate. The PIU will work with the technical assistance
contractor, review documentation and selection of areas to be supported, assist the preparation of procurement documentation and will strictly oversee the on-the-spot work to be done by the contractors.

The project will be monitored by regular monthly meetings and the sessions of the SMSC “Public Sector/Development of Administrative capacity”.

5. Detailed Budget

<table>
<thead>
<tr>
<th>€M</th>
<th>Phare/Pre-Accession Instrument support</th>
<th>Co-financing</th>
<th>Total Cost</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>National Public Funds (*)</td>
<td>Other Sources (**)</td>
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<td>Year 2005 - Investment support jointly co-funded</td>
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<tr>
<td>Sub-project 2</td>
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<td>350 000</td>
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<tr>
<td>Investment support – sub-total</td>
<td>1 050 000</td>
<td>350 000</td>
<td>N.A</td>
</tr>
</tbody>
</table>

% of total public funds | max 75 % | min 25 % |

In case of parallel co-funding (per exception to the normal rule, see special condition as indicated below:

| Year 2005 - Investment support co-funded in parallel |
| N.A |
| Investment support – sub-total |
| % of total public funds | max 75 % | min 25 % |

| Year 2005 Institution Building support |
| Sub-project 1 | 2 100 000 |
| IB support | 2 100 000 |
| Total project 2005 | 3 150 000 | 350 000 | 350 000 | 3 500 000 |

(*) contributions form National, Regional, Local, Municipal authorities, FIs loans to public entities, funds from public enterprises. Minimum 25 % co-financing of investment components is provided from the Bulgarian national budget through the Ministry of Finance

(**) private funds, FIs loans to private entities
NOTES:

- The Terms of Reference for the Service contract and the Technical specifications for equipment to be provided under the project shall be developed with the technical assistance of independent external experts and shall be financed under 2005 Project Preparation Facilities (approximately to the amount of 50,000 Euro).

- The budget required for preparation of the above-mentioned documents and for evaluation of offers received, where needed, shall be considered as indicative.

6. Implementation Arrangements

6.1 Implementing Agency

The Implementing Agency will be the Ministry of Finance, through its Central Finance and Contracts Unit (CFCU), which will retain overall responsibility for the implementation of the programme, including: approval of tender documents, evaluation criteria, evaluation of offers, signature of contracts, authorisation of invoices.

Central Financing and Contracts Unit (CFCU) in the Ministry of Finance:
E-mail: cfcu@minfin.bg

Phone: +359 2 9859 24 95
Fax: +359 2 980 68 63

6.2 Twinning
N/A

6.3 Non-standard aspects

The provisions of the Practical Guide to contract procedures financed from the General Budget of the European Communities in the context of external actions (PRAG) will be strictly followed.

6.4 Contracts

| Service contract (Technical Assistance) | 2 100 000 MEUR |
| Supply contract | 1 400 000 MEUR |

7. Implementation Schedule

| 7.1. Start of tendering/call for proposals | Service contract | Supply contract |
| 02.2006 | 01.2007 |

| 7.2. Start of project activity | 09.2006 | 08.2007 |
8. Equal Opportunity

Equal opportunity and gender equality principles in relation to participation in the project will be guaranteed.

9. Environment

The implementation of this project will not cause any negative effects on the environment. All activities included and carried out will contribute to protection, conservation and restoration of the natural and environmental equilibrium.

10. Rates of return

N/A

11. Investment criteria (applicable to all investments)

11.1. Catalytic effect

Phare support will be conducive to reinforcement and increase the sustainability of the Bulgarian capacity to manage and react to crises and natural disasters. The floods situation that have occurred in Bulgaria in the period May-August 2005 and the EU assessment mission proved that the Bulgarian system for crisis prevention and management is not fully operational despite the evidences that crisis has been very well managed at the local level.

Thus the launched valuable Phare support will contribute for the creation of sufficient administrative capacity for crisis management within the Bulgarian Authorities and research institutes and will deliver modern forecast and warning equipment that directly will improve the safety of the citizens.

11.2. Co-financing

The National Fund Directorate in the Ministry of Finance will co-finance at least 25% of the total investment costs of the project.

11.3 Additionality

The Phare project will not displace other financing sources.

11.4. Project readiness and size

Full project readiness is required for the project proposals.

11.5. Sustainability

The project will contribute to recreating the conditions for long term sustainable development of the crisis management in Bulgaria and will support the development of the newly created Ministry of State Policy for Disasters and Accidents.

11.6. Compliance with state aids provisions

N/A
12. Conditionality
Prior to implementation of the project, the following condition will have to be met:

- Ministry structure fully staffed and operational.

**ANNEXES TO PROJECT FICHE**
1. Logframe in standard format
2. Detailed implementation chart
3. Contracting and disbursement schedule
4. Reference List of Relevant Laws and Regulations
## ANNEX 1: Logframe Matrix

<table>
<thead>
<tr>
<th>LOGFRAME PLANNING MATRIX FOR PROJECT: Sustainable Crisis Management at Central and Local Level</th>
<th>Project name and number</th>
<th>PROGRAMME PHARE 2005</th>
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<td>Project name and number</td>
<td>BG 2005/017-684.02</td>
</tr>
<tr>
<td></td>
<td>CONTRACTING PERIOD EXPIRES ON</td>
<td>30/11/2007</td>
</tr>
<tr>
<td></td>
<td>END OF EXECUTION OF CONTRACTS EXPIRES ON</td>
<td>30/11/2008</td>
</tr>
<tr>
<td></td>
<td>TOTAL BUDGET: 3.500 MEUR</td>
<td><strong>PHARE BUDGET: 3.150 MEUR</strong></td>
</tr>
</tbody>
</table>

### Overall objective

<table>
<thead>
<tr>
<th>To reinforce and increase the Bulgarian capacity to plan for, manage and react to emergencies and natural disasters by enhancing the relevant institutional structures and support mechanisms and development of the relevant methodologies, guidelines and standards</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>EU standards in crisis management in terms of time, resources and coordination between the involved institutions</td>
<td></td>
</tr>
</tbody>
</table>

### Project purpose

<table>
<thead>
<tr>
<th>To develop the capacity of the public administration and the research institutes to prevent and manage crises of a non-military nature and to support the creation of sufficient administrative capacity within the Bulgarian Ministry of State Policy for Disaster and Accidents</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Performance of the introduced crisis management system</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Performance of Ministry of State Policy for Disaster and Accidents based on regular review under the Statute of this administration.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>State Gazette</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Minister of State administration yearly report on the status of administration.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Final project report.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Coordination and involvement of the relevant stakeholders in the process of implementation of the project</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Results

<table>
<thead>
<tr>
<th>Sub-project 1: Technical Assistance Component A: Improvement of the crisis management framework in the country</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>The prepared analyses and proposals on the capacity of the local and regional institutions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>The number and the drafts of proposed and consulted rules and procedures for co-operation.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>The number and the drafts of rules and protocols and other documents containing decisions / agreement on harmonized objectives, methods, characteristics to be measured, and other components of the crisis</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Involvement of representatives of the research institutes and NAMRB within the project working groups</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Ministry of Disaster Management.

Rules and procedures for co-operation for all the structures involved in emergency response at local and regional level proposed and consulted with the stakeholders.

Rules and procedures for every step of the crisis management and emergency response work at local and regional level drafted and presented to and consulted with the stakeholders.

Component B: Enhancement of the administrative capacity of the Ministry, the other involved structures and the Bulgarian Research Institutes (NIMH, Geophysical Institute of the Bulgarian Academy of Science etc.) for improvement of the crisis management organisation:

- Analysis prepared and proposals issued to the amendments of the Organic Rules of the Institutions from the central administration for full assuming of the obligations and responsibilities for crisis management at central level.
- Proposals for optimized structure of the specialised crisis management units at the state administration and a model for the interaction with the Research institutes, developed.
- Provided assistance for the establishment of the Centre for Space Monitoring.
- Elaborated methodology, including standards and procedures for monitoring, prevention, early warning and swift reaction during crisis.
- Provided model for establishment and operation of a Space monitoring centre.
- Draft concept paper on establishment of Centralised Emergency Fund approved by the beneficiaries from the MDM.
- Organized public discussion on the Emergency Fund concept.
- Training needs analysis for the Ministry and the other involved structures staff prepared and the specialised administrations trained on the provisions of the regulatory framework. EU best practices and experience and the practical aspects of the implementation of crisis management procedures for the steps of the crisis management and emergency response work at local and regional level.

Programme and management model approved by the beneficiaries.

The programme and management model are monitored by the beneficiaries during crisis.

- Training analysis and training programmes for the needs of MDM and SACP prepared. At least 70 experts trained.
- Training programmes and reports.

Minister of State administration

Report on the status of the implementation of the Project on monthly basis.

NAMRB news bulletins

Media reports, information bulletins

NAMRB news bulletins

District Governors yearly reports

Yearly report on the status of the administration activities.

Minister of State administration

Report and analysis of Citizens' satisfaction with the public administration activities.

NAMRB news bulletins

Reports on monitoring and implementation of the Project.
- A pool of at least 20 trainers on crisis management issues created
- Developed training programmes for management of crises for the purpose of the Training & Development Centre (TDC) within the Bulgarian Academy of Science and for the Ministry, including programme for higher education according to the accreditation of TDC to train PhD students.

Component C: Support to the regional and local crisis headquarters for optimisation of the crisis prevention and management activities:
- Assistance provided for mapping floods and other natural calamities hazardous high-risk zones and for developing a strategy on withdrawing the residential and commercial activities from these zones drafted.
- Modern crisis management plans on the operations and prioritisation of the crisis response measures undertaken by the headquarters on regional and local level elaborated.
- Management model of maintenance policy for floods threatening water resources and technical structures (rivers, dams and dikes) developed and the capacity for assessment the condition of these structures enhanced.
- Guidelines for conducting damage inventories elaborated.
- Elaborated data base and information system for resource management at local (municipal) and regional level depending on crisis escalation.

Component D: Setting up of a loss prevention programme through development of centralised integrated flood and other calamities forecast and warning system:
- Performed analysis of the management model for floods and other calamities forecast and warnings and the available equipment within the BAS and the central, regional and local authorities of the public administration.

| Comprehensive map on Bulgarian high-risk zones prepared by the end of the project. |
| Prepared guidelines for prioritisation of the needs, maintenance of the technical structures and inventories. |
| Number of information products prepared |
| Elaborated management model for natural calamities forecast and warnings, including model of a space monitoring centre. |
| Developed and tested software |
| Training of at least 30 experts on the operations under the developed system |
| Prepared Technical specifications on the mapped equipment |
- Elaborated model of centralised flood forecast and warning system, including space monitoring centre. The model/software provided, adopted and customised.
- The compatibility of the model/software with the real time information flows produced by the newly installed within the Supply component equipment ensured.
- Short training seminars, including exercises for the staff in the use of forecasting software and issuing warnings, carried out.
- Technical specifications on the mapped equipment for operational forecast and warning system, produced

**Component E: Public awareness campaign**
- Conducted public awareness campaign on the basic principles of the crisis management legislative framework and on the tasks of the state administration for its implementation, as well as on proper response and reaction under emergency situations.
- Manuals and guidelines for civilians to act during crisis, developed.

**Sub-project 2: Supply**
The necessary equipment for Forecasting and Warning System (incl. equipment for Space monitoring Centre) based on a multi-sensor observation input (precipitation, river flow etc.) containing modern observational instruments (weather radars, Automatic hydro-meteorological stations with real-time data transmission facilities including maintenance tools, GIS layers etc, aerial-receiving system etc.), delivered. Operation manuals and training of the related staff to operate the scheme provided

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Sub-project 1: Technical Assistance</strong></td>
<td>Sub-project 1 - Service Contract – 2.100 MEUR Phare contribution;</td>
<td>• Signed Contracts for the different activities; • Approved Acceptance Statements for equipment</td>
</tr>
<tr>
<td><strong>Component A: Improvement of the crisis management framework in the country.</strong></td>
<td></td>
<td>• Timely implementation of the project activities;</td>
</tr>
<tr>
<td>• To prepare the necessary analyses on the capacity of the</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
local and regional institutions to plan for, prevent, manage and mitigate the consequences of emergencies, with due regard to the newly established Ministry of Disaster Management.

- To propose and to consult with the stakeholders rules and procedures for co-operation for all the structures involved in emergency response at local and regional level.
- To draft, present to and consult with the stakeholders rules and procedures for every step of the crisis management and emergency response work at local and regional level.

**Component B: Enhancement of the administrative capacity of the Ministry of State Policy for Disaster and Accidents, the other involved structures and the Bulgarian Research Institutes (NIMH, Geophysical institute of the Bulgarian Academy of Science etc.) for improvement of the crisis management organisation:**

- Preparation of analysis and drafting of proposals to the Organic Rules of the Institutions from the central administration for full assuming of the obligations and responsibilities for crisis management at central level.
- Development of proposals for optimized structure of the specialised crisis management units at the state administration and a model for the interaction with the Research institutes for crisis warning purposes.
- Provided assistance for establishment of a Centre for Space Monitoring , analogous to the similar centres in all EU countries, for enhancement of the effectiveness of the activities on organisation, management, coordination and control over the prevention and decreasing of the calamities.
- Integration to the European information system
- Elaboration of methodology for the Governmental and the other Institutions involved, including standards and procedures for monitoring, prevention, early alert and swift action during crisis, focused on the warning activities.
- Presentation of the EU experience in funds rising, development and public discussion of a financial mechanism (Centralised Emergency Fund) that is suitable for quick delivery;
  - Project progress reports and financial reports.
mobilisation and available for the local Authorities in case of crisis, using budgetary or other resources.

- Preparation of training needs analysis for the Ministry and the other involved structures staff and training of the specialized administrations on the provisions of the regulatory framework, EU best practices/experience and the practical aspects of the implementation of crisis management methodology. Provision of training programme and training delivery for the optimisation of the cooperation and joint activities between the administration and the scientific institutes.
- Creation of a pool of at least 10 trainers on crisis management issues.
- Development of training programmes for management of crises for the purpose of the Training & Development Centre (TDC) within the Bulgarian Academy of Science, including programme for higher education according to the accreditation of TDC to train PhD students.

Component C: Support to the regional and local crisis headquarters for optimisation of the crisis prevention and management activities:

- Provision of assistance for mapping floods and other natural calamities hazardous high-risk zones and preparation of a strategy on withdrawing the residential and commercial activities from these zones, including a model for covering the respective financial compensations or commutations.
- Elaboration of a modern crisis management plans on the operations and prioritisation of the crisis response measures undertaken by the headquarters on regional and local level.
- Development of a management model of maintenance policy for floods threatening water resources and technical structures (rivers, dams and dikes) and enhancement of the capacity for assessment the condition of these structures according to the maintenance model and through provision of training for the respective local authorities.
- Elaboration of Guidelines for conducting damage inventories.
- Development of data base and information system for resources management at local (municipal) and regional level
based on modelling of the crisis escalation.

**Component D: Setting up of a loss prevention programme through development of centralised integrated flood and other calamities forecast and warning system**

- Conduction of analysis of the management model for flood and other calamities forecast and warnings at the research institutes and the central, regional and local authorities of the public administration and the available equipment within the BAS.
- Elaboration of a model of centralised forecast and warning system, including space monitoring centre, outlining the technical means for warning delivery, covering all levels of the administration and the scientific institutes and ensuring delivery of warning up to local levels, based on the analytical work and EU best practices. Provision and customization of the model/software.
- Securing the compatibility of the model/software with the real time information flows produced by the newly installed within the Supply component equipment.
- Provision of short training seminars, including exercises for the staff in the use of forecasting software and issuing flood warnings.
- Elaboration of the technical specifications on the mapped equipment for operational forecast and warning system.

**Component E: Public awareness campaign**

- Conduction of public awareness campaign on the basic principles of the crisis management legislative framework and on the tasks of the state administration for its implementation, as well as on proper response and reaction under emergency situations.
- Development of manuals and booklets for civilians to act during crisis.
### Sub-project 2: Supply

Delivery of the necessary equipment for Flood Forecasting (operated by NIMH) and Warning System operated by NIMH and the respective bodies from the administration (central, regional and local) based on a multi-sensor observation input (precipitation, river flow etc.) containing modern observational instruments (weather radars, Automatic hydro-meteorological stations with real-time data transmission facilities including maintenance tools, GIS layers, aerial-receiving system etc.

| Sub-project 2 – Supply contract – 1.400 MEUR (1.050 MEUR Phare contribution + 0.350 MEUR national co-financing). |

### PRECONDITION

- Fully staffed and operational Ministry of **State Policy for Disaster and Accidents**
ANNEX 2: Detailed implementation chart

Project title: Sustainable Crisis Management at Central and Local Level

<table>
<thead>
<tr>
<th>Contracting</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Service Contract (Technical Assistance)</td>
<td>T T T T T C I I I</td>
<td>I I I I I I I I I I I I I I I I I I I I I F</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Supply Contract</td>
<td>T T T T T C I I I</td>
<td>I I I I I F</td>
<td></td>
</tr>
</tbody>
</table>

T = Tender preparation/design; C = Contracting; I = Implementation; F = Finalisation
ANNEX 3: Contracting and disbursement schedule by quarter

<table>
<thead>
<tr>
<th>Project title</th>
<th>Sustainable Crisis Management at Central and Local Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 1</td>
<td>2006</td>
</tr>
<tr>
<td>Qtr1</td>
<td>Qtr2</td>
</tr>
<tr>
<td>Contract 1</td>
<td></td>
</tr>
<tr>
<td>(Service contract)</td>
<td></td>
</tr>
<tr>
<td>Contracting</td>
<td>€ 2,100 M</td>
</tr>
<tr>
<td>Disbursement</td>
<td>€ 1,260 M</td>
</tr>
<tr>
<td>Contract 2</td>
<td></td>
</tr>
<tr>
<td>(Supply contract)</td>
<td></td>
</tr>
<tr>
<td>Contracting</td>
<td></td>
</tr>
<tr>
<td>Disbursement</td>
<td></td>
</tr>
</tbody>
</table>
ANNEX 4: Reference List of Relevant Laws and Regulations

1. Crisis Management Law from 17 February 2005 (State Gazette 01.03.2005, in force from 03.03.2005).

2. Law of the Bulgarian Academy of Science (State Gazette ? 85 15.10.1991; amendments in force from 01.01.1998)

3. Decree ? 53 of the Council of Ministers of the Republic of Bulgaria from 02 March 2001 the Civil Protection Service under the Ministry of Defense was transformed into a State Agency for Civil Protection under the Council of Ministers. As an autonomous institution the Agency implements the state policy in the area of the protection of the population in the case of disasters and accidents.


5. Memorandum of Understanding, signed on 29 November 2002 in Brussels between the European Union and the Republic of Bulgaria. The memorandum of understanding regulates the participation of Bulgaria in the Mechanism of the Community for supporting the enhanced cooperation in the area of civil protection.