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Accompanying the document

Report from the Commission to the European Parliament and the Council

**Report on the evaluation of the application of the Civil Protection Mechanism and the
Civil Protection Financial Instrument for the Years 2007-2009**

{COM(2011) 696 final}

1. INTRODUCTION

The Commission Directorate-General responsible for humanitarian aid and civil protection (DG ECHO) has carried out an evaluation of the following actions in the field of civil protection for the period 2007-2009:

- Council Decision 2007/162/EC, Euratom of 5 March 2007 establishing a Civil Protection Financial Instrument ('CPFI' or 'Financial Instrument'¹);
- Council Decision 2007/779/EC, Euratom of 8 November 2007 establishing a Community Civil Protection Mechanism (recast) ('Civil Protection Mechanism' or 'Mechanism Decision' or 'Mechanism Recast'²);
- A preparatory action, within the meaning of Article 49(6)(b) of the Financial Regulation³, on a EU rapid response capability in the 2008, 2009 and 2010 budgets;
- Pilot projects, within the meaning of Article 49(6)(a) of the Financial Regulation, on cross border cooperation in fight against natural disasters and on forest fires in the 2006 and 2008 budget respectively.

The Civil Protection Mechanism seeks to facilitate reinforced cooperation between the EU and the Participating States in civil protection assistance intervention in the event of major emergencies, or the imminent threat thereof. The protection to be ensured by the Mechanism covers primarily people but also the environment and property, including cultural heritage, in the event of natural and man-made disasters, acts of terrorism and, technological, radiological or environmental accidents, including accidental marine pollution, occurring inside or outside the EU, taking also into account the specific needs of isolated, outermost and other regions or islands of the EU.

There are currently 31 States participating in the Civil Protection Mechanism (which are thus also eligible under the Instrument): the 27 EU Member States, Norway, Iceland, Lichtenstein and Croatia ('Participating States')⁴.

Article 14 of the Mechanism Decision requires the Commission to evaluate the application of the Decision by the end of 2010 and transmit the conclusions of that evaluation to the European Parliament and the Council.

Financial assistance is provided under the CPFI for:

- (a) actions in the field of the Mechanism;
- (b) measures to prevent or reduce the effects of an emergency; and

¹ OJ L 71, 10.3.2007, p. 9.

² OJ L 314, 1.12.2007, p. 9.

³ Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities (OJ L 248, 16.9.2002, p. 1) as last amended by Regulation (EC) No 1525/2007 of 17 December 2007 (OJ L 343, 27.12.2007, p. 9).

⁴ Countries other than Participating States may request civil protection assistance intervention under the Mechanism, even though they are not eligible for financial support under the Financial Instrument.

(c) actions designed to enhance the Community's state of preparedness for responses to emergencies, including actions enhancing EU citizens' awareness.

In addition, the CPFI makes special provisions to fund certain transport resources in the event of a major emergency, to facilitate a rapid and effective response thereto.

Article 15(2)(b) CPFI requires the Commission to evaluate, on an interim basis, the results obtained and the qualitative and quantitative aspects of the implementation of the CPFI⁵.

The preparatory action on an EU rapid response capability launched in 2008 sought to improve the overall capacity of the EU to respond to disasters inside and outside of the EU by ensuring that Participating States' assets are available on standby for deployment in EU civil protection operations. The Commission/MIC was mandated to activate these standby assets to meet the needs on the ground.

Furthermore, a pilot project on stepped-up cooperation between Participating States on combating forest fires was initiated in 2008 with the aim to improve mobilisation of operational resources and emergency support to assist a Participating State in coping with forest fires too numerous and too intense to be handled by its own logistical capacity and manpower. Objectives of the pilot project were integrated into the preparatory action on an EU rapid response capability 2009 call for proposals. In this shape, the preparatory action was continued for a third and final year in 2010 (the implementation of some of the projects continues until mid-2012).

Finally, a pilot project on cross-border cooperation in the fight against natural disasters provided grants to support actions for cooperation and the development of closer cooperation on civil protection measures with a view to raising awareness and preventing or minimising the consequences of natural disasters by developing cross-border early warning tools, coordination tools and logistical tools.

Article 21(3) of the Implementing Rules of the Financial Regulation⁶ requires evaluating the preparatory actions and pilot projects in terms of the human and financial resources allocated and the results obtained in order to verify that they were consistent with the objectives set.

The present document will accompany the Commission report to the European Parliament and the Council outlining the main findings and conclusions of the evaluation.

⁵ This evaluation will cover the whole of the CPFI, including its transport related provisions. A first evaluation of the transport provisions was mandated under Article 15(2)(a) CPFI, but, by the given deadline (31 December 2008) no sufficient practical experience had been gained to carry out a meaningful evaluation.

⁶ Commission Regulation (EC, Euratom) No 2342/2002 of 23 December 2002 laying down detailed rules for the implementation of Council Regulation (EC, Euratom) No 1605/2002 on the Financial Regulation applicable to the general budget of the European Communities (OJ L 357, 31.12.2002, p. 1). Regulation as last amended by Regulation (EC, Euratom) No 478/2007 of 23 April 2007 (OJ L 111, 28.4.2007, p. 13).

2. OBJECTIVES AND METHODOLOGY

2.1. Purpose and use of the evaluation

The results of the evaluation provide the Commission and other stakeholders with key findings on and lessons to be drawn from the experience gained in the implementation of the above-mentioned actions in the field of civil protection. These will help the Commission in the continued effective implementation of the Mechanism and the Financial Instrument.

Furthermore, the results of the evaluation will inform the preparation of a comprehensive policy package under preparation in 2011 reviewing EU disaster management cooperation with particular regard to two key themes: (1) responsibility of all actors to take adequate preventive and protection measures, and (2) solidarity and assistance within the EU and among the Participating States in times of need.

Finally, the evaluation will inform the preparation of the communication on the continuation of the Financial Instrument to be presented no later than 31 December 2011 (pursuant to Article 15(2)(c) CPFI), which in practice will be part of the proposal for a new Civil Protection Financial Instrument.

2.2. Evaluation method

The Commission services prepared preliminary internal review papers based on information and experience available in-house. Following this, an external consultancy (COWI A/S in collaboration with Aguaconsult) was commissioned to independently evaluate the European Commission's activities in the field of civil protection and carry out a broad and comprehensive stakeholder consultation⁷, including interviews and an internet-based eSurvey. The consultants have drafted an evaluation report which also considers the findings of the preliminary internal review papers. The report is available on the Commission's portal⁸. All Commission departments interested in the evaluation have contributed in the process and participated in a dedicated Steering Group. In addition, the Commission services have consulted Participating States, including in a meeting of Directors-General of national civil protection authorities, to collect their views on the functioning of the Mechanism, the Financial Instrument, and the preparatory and pilot actions.

The external consultants were tasked to independently evaluate the implementation of the European Commission's actions in the field of civil protection carried out between 2007 and 2009 (inclusive)⁹, and in particular:

- The functioning of and the services delivered by the Monitoring and Information Centre ('MIC') referred to in Article 2(5) of the Mechanism Decision;
- The operation of the transport provisions of the CPFI (Article 4(2) points (b) and (c) and (3) of the Mechanism Decision);
- The implementation of the so-called "modular approach" and the arrangements tested under the pilot projects and preparatory action to enhance the availability of response assets;

⁷ The terms of reference for the external consultancy work are annexed to their report.

⁸ See http://ec.europa.eu/echo/policies/evaluation/thematic_en.htm.

⁹ Information related to 2010 is taken into account where appropriate.

- The training programme referred to in Article 5(5) of the Mechanism Decision (including the exercises programme and the exchange of experts programme).

More specifically, the questions addressed by the external evaluation were the following:

- Were EU civil protection activities coherent, well coordinated with, and complementary to, interventions and actions implemented under other EU and international (in particular UN sponsored) crisis management capabilities (such as those available in the field of humanitarian aid), and Participating States' interventions?
- To which extent have the MIC and the services supplied by it (early warning, information-pooling and sharing, and coordination) led to a more effective response to emergencies?
- To which extent were the objectives of the EU civil protection training programme and exercise-related activities attained and to which extent were the intended results achieved?
- To which extent have the transport provisions of the CPFI contributed to improve the delivery of civil protection assistance items and led to more effective disaster response?
- To which extent have modules set up under the Mechanism and projects funded under the Preparatory Action/Pilot Project led to enhanced preparedness and more effective disaster response through enhancing the availability of key response assets?
- To which extent have the projects funded under the Preparatory Action/Pilot Project led to enhanced preparedness and more effective disaster response, and contributed to cooperation between Participating States in the field of civil protection?

The findings and conclusions of the external evaluation will be specifically referred to in this report.

This report provides also relevant quantitative and qualitative information with respect to the prevention and preparedness cooperation projects co-financed under the CPFI¹⁰ and some overall comments regarding the emerging field of disaster prevention policy.

3. MONITORING AND INFORMATION CENTRE

The Monitoring and Information Centre ('MIC') is the operational heart of the EU Mechanism for Civil Protection¹¹. It is available on a 24/7 basis and is staffed by duty officers working on a shift basis. Any country affected by a major disaster – inside or outside the EU – can launch a request for assistance through the MIC.

¹⁰ Prevention and preparedness cooperation projects co-financed under the CPFI were not part of the external evaluation study because they did not need the same extent of broad outreach activities with Participating States and other stakeholders.

¹¹ http://ec.europa.eu/echo/civil_protection/civil/prote/mechanism.htm

During emergencies, the MIC plays three important roles¹²:

- (1) **Communications hub:** The MIC acts as a focal point for the exchange of requests and offers of assistance. This helps in cutting down on the 31 Participating States' administrative burdens in liaising with the affected country. It provides a central forum for Participating States to access and share information about the available resources and the assistance offered at any given point in time.
- (2) **Information provision:** The MIC disseminates information on civil protection preparedness and response to Participating States as well as a wider audience of interested parties. As part of this role, the MIC disseminates early warning alerts¹³ on natural and man-made disasters and circulates the latest updates on ongoing emergencies and Mechanism interventions.
- (3) **Supports co-ordination:** The MIC facilitates the provision of European assistance through the Mechanism. This takes place at two levels: at headquarters level by matching offers to needs, identifying gaps in aid and searching for solutions, and facilitating the pooling of common resources where possible; and on the site of the disaster through the appointment and dispatching of EU assessment and coordination experts, when required.

In case of natural or man-made disasters affecting the EU, the Mechanism can be activated through the MIC by any Participating State seeking prompt assistance. A state usually calls on the Mechanism when the effects of a disaster cannot be matched by its own civil protection resources.

As soon as the MIC receives a request for assistance it is immediately forwarded to the 24-hour network of national contact points in the Participating States' civil protection authorities. They assess their available resources and inform the MIC whether they are in a position to help. The MIC then matches the offers made to the needs of the stricken country and informs the requesting state of the type and quantity of available assistance from the EU.

The use of the Mechanism is not restricted to interventions within the EU. Any third country affected by a disaster can make an appeal for assistance through the MIC. Following a request for assistance from a third country the EU determines whether the assistance to be provided falls under the crisis management provisions of Title V of the Treaty on European Union ('TEU'). This could be the case, for instance, if the emergency takes place in an area affected by conflict or civil unrest. During the period under review – which mostly predates the entry into force of the Treaty of Lisbon¹⁴ –, this initial screening was undertaken by the Presidency of the Council of the EU. Had Title V TEU provisions been activated, the Council would have had a lead role in co-ordinating the EU response¹⁵. In practice, as no situation has ever been deemed to fall under crisis management, the MIC, on behalf of the Commission, was entrusted with the operational coordination of the assistance, while the Member State holding

¹² The description in this document relates to how the MIC operating procedures were applied in the years 2007 to 2009 and does not take into account its merger in 2010 with the Commission department in charge of humanitarian aid (DG ECHO).

¹³ MIC reports are available at: http://ec.europa.eu/echo/civil_protection/civil/index.htm.

¹⁴ 1 December 2009.

¹⁵ Such an instance did not occur during the period under review; it has actually never been the case so far.

the Presidency of the Council of the EU ensured overall political and strategic coordination of the civil protection assistance interventions.

Arrangements for the dispatching of accepted assistance (delivery, transport, visa requirements, customs, etc.) are organised directly between the offering State and the requesting State. The MIC may play a facilitating role. Any teams and/or assistance sent from the EU to a disaster area fall under the ‘command and control’ of the national authorities of the affected country, which has the right to ask European teams to stand down at any time. European teams are subject to local laws and should operate in conformity with the host nation’s rules and procedures.

To facilitate the technical co-ordination of European civil protection assistance a small team of experts can be dispatched on site by the MIC. This team ensures effective liaison with local authorities and any other relevant actors so as to integrate European civil protection assistance into the overall relief efforts and facilitate the work of European teams on the ground. Moreover, as they continue to monitor the emergency and assess its development, they can keep the MIC updated.

Mechanism interventions in third countries, particularly in the developing world, are conducted in close collaboration with other international actors, such as the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the Red Cross, whenever these are present on the ground. This close coordination also involved EU humanitarian aid actors (DG ECHO before 2010, when the European Commission civil protection and humanitarian aid actors were merged into a new Directorate-General for humanitarian aid and civil protection).

3.1. MIC Operations 2007-2009

In the three years 2007, 2008, 2009, the Mechanism was activated 89 times. 9 activations concerned monitoring events, 14 where pre-alerts (early warning messages) and 66 were actual requests for assistance. Out of the 66 actual requests for assistance 42 were issued on account of emergencies in non-EU countries, while 24 requests had come from Participating States.

Type of activation	2007	2008	2009
Information and monitoring	4	3	3
Pre-alerts	4	6	3
Requests	18	21	27
of which requests outside PS	8	16	18
Total activations	26	30	33

An analysis of the types of emergencies that triggered requests for assistance in the 2007-2009 period reveals that the three years were mainly plagued by forest fires (27 requests), floods (16 requests) and earthquakes (8 requests). Other requests for assistance concerned wind storms (5 requests), oil spills (3 requests) and the H1N1 virus (2 requests).

Disaster type	2007	2008	2009
Forest fires, PS	10	2	7
Other, PS	0	3	2
Floods, international	1	7	7
Oil spills, international	2		
Health			2
Earthquakes, international	1	2	5
Forest fires, Balkan not-PS	3	1	1
Cyclones, storms, typhoon		4	2
Other	1	2	1
Total requests	18	21	27

Between 2007 and 2009 the MIC also received requests for assistance and the Mechanism was activated in order to respond to the 2007 Mumbai terrorist attack and the 2008 Georgian conflict. More detailed information on the activations can be found in Annex I.

In addition to its pro-active role during emergencies inside and outside Europe, the MIC has continuously provided early warning alerts and daily situation reports, implemented the modules approach, and further developed its processes and procedures for efficient emergency operations.

Early warning systems used and promoted by the MIC have seen a number of initiatives for improvement in the assessment period. This includes the establishment of a working group to improve the exchange of information; the organisation of two stakeholder conferences in 2007 and 2008 respectively; and the financing of projects to establish and interlink alert tools with the MIC and Member States. With regard to the latter, the Joint Research Centre (JRC) is the key partner due to their long-standing experience in developing alert systems such as GDACS, EFFIS and EFAS. The two former initiatives have led to identification of gaps and shortcomings in national EWS and to the establishment of two5 important partnerships: (1) The European Meteorological Network where the Commission is funding the further improvement of medium term forecasts for flood alerts in Meteoalarm; (2) Cooperation with the Euro-Mediterranean Seismological Centre (EMSC) (subcontracted via the JRC) contributes real time data from measuring points off the Tunisian coast.

3.2. External evaluation of the MIC

Details of the findings of the external evaluation are available in the external consultants report annexed to this report. The following text box presents highlights of the findings.

- A large majority of respondents to the eSurvey agreed or tended to agree with the following statements:
- The MIC has provided central coordination at EU level. (86%)
- The MIC contributes to more effective disaster response inside Europe through its information and coordination role, as well as the dispatching of field experts and facilitation of transport. (83%)
- The MIC contributes to more effective disaster response outside Europe. (86%)

- The MIC is prompt and accurate in its communication at all times of the day. (87%)
- The coordination and communication from and with the MIC met requirements and needs. (73%)
- The coordination and communication from and with the MIC was complementary to national or bilateral activities. (69%)
- The MIC contributes significantly to an effective response. (71%)
- The work of an EU Civil Protection expert team contributed to better coordination and information of the assistance. (93%)
- Other statements from the eSurvey and the interviews included the following:
- It is appreciated that the MIC strives to identify the most pressing needs and advises Participating States as to which relief items are thus most needed.
- Early warning systems have provided results in terms of reduced lead times.
- Cooperation and strategic dialogue is needed between MIC and the NGO community and cooperation and complementarity with NATO could be improved.
- There is general acceptance that the work of the Civil Protection Committee contributes to relevance, complementarity, coordination and coherent policy making.
- The MIC, as a result of its structure and mandate, is designed to promote complementarity and the MIC has proactively promoted this by regular consultations (focal points, CP Committee, ad-hoc groups and expert groups).
- More effective EU field teams could be put together if professional skills were put fully in focus. Briefings in Brussels and bureaucratic formalities can reduce the speed of deployment.

Based on their findings, the external evaluators reached the following conclusions concerning the MIC:

* Overall, the evaluation concludes that the MIC is a relevant and generally effective tool, with a particular relevance and value-added as a single point of entry for civil protection information and response. Significant improvement was noted during the period 2007-2009 in the areas of performance, technical capacity, visibility, effectiveness and coordination, particularly with the United Nations.

* The information tools of the MIC were generally viewed as relevant, and in particular CECIS is highly appreciated. The MIC Early Warning System is relevant and generally effective, although there are continued requirements for operational improvements. The evaluators consider that the management of the MIC has taken significant strides to improve its relevance and appropriateness for primary users and clients through pro-active consultation and review.

* The potential impact and effectiveness of the MIC is to a large extent dependent on Member States engagement and use, or channelling, of information through the MIC. By and large, this has been satisfactory over the period of the evaluation, but there are still variable levels of support, with some Member States viewing civil protection as a national issue. The continuing improvements in MIC performance is a key factor in contributing to Member State buy-in, which in turn has improved MIC's effectiveness in a positive or virtuous circle.

* The utility and effectiveness of the MIC Early Warning System appears to be relatively good, and although there are still gaps in coverage, and in terms of harmonisation of alert protocols, the MIC is working hard to improve these areas as well as to reduce warning timeframes. It appears that there are also gaps in dissemination and awareness or familiarity of the system among key civil protection stakeholders within the EU.

* Cooperation and coordination between the MIC and other international entities has improved, in terms of both preparation and response. Regular meetings between the EU and the UN have contributed to this as well as some joint EU-UNDAC deployments. Increasingly strategic approaches to response have been adopted, as well as operational approaches in each third country disaster response.

* Despite clear improvements in coordination and complementarity with Member States and UN agencies, further cooperation and strategic dialogue have been limited more broadly. It is apparent that coherence and coordination between MIC and the NGO community, as well as the International Movement of Red Cross and Red Crescent Societies remains limited. Coordination also remains limited with other key international agencies including NATO, and more specifically there appears to have been duplication of information provision between MIC and NATO/EADRCC. Coordination with EMSA was also highlighted as an area for improvement, with some duplication noted between the MIC and EMSA.

* Complementarity with Member States has been strong and supported through regular consultations, both through the system of civil protection focal points as well as through regular contact through the Civil Protection Committee, which is widely recognised as having played a key role in maximising Member State inclusivity.

* The merger of Civil Protection into DG ECHO is expected to further enhance coherence and complementarity with other EU mechanisms. There are some risks, however, associated with this merger particularly regarding how the more political nature of civil protection will maintain coherence with the humanitarian objectives of DG ECHO activities.

* The module system is considered to be important in making the civil protection disaster response more effective; one key aspect of this is that modules are relevant and useful for planning purposes and handling of requests for assistance. However, the practical steps of arranging for the assets to become available are problematic, particularly in decentralised contexts.

* There is a concern that, as long as modules consist of both equipment *and* staff (which is the rule at present), this slows down the speed of deployment as it is faster and easier to deploy only equipment modules.

3.3. Conclusions on the MIC

The MIC is the central hub of the EU civil protection Mechanisms which aims to facilitate reinforced cooperation between the EU and the Member States in civil protection assistance intervention in the event of major emergencies.

The assessment of its operations in the years 2007-2009 shows that the MIC has clearly fulfilled its purpose of serving the Member States, the Commission and the EU in general, with its growing involvement in the civil protection activities inside Europe and around the world. The MIC has been accessible and able to react immediately 24 hours a day as stipulated in Article 2(5) of the Mechanism Recast Decision. The MIC is widely acknowledged for providing useful services that are relevant to Participating States when civil protection assistance interventions are deployed within or outside the EU. The hallmark of the MIC in that context is its nature of a “one-stop shop”. This has helped saving precious time for States in need of requesting international assistance, and also for the Participating States. In assistance interventions outside the EU the MIC has carried out functions of operational coordination. The number of activations of the Mechanism has steadily increased over the years, which testifies to its added value.

Enhanced cooperation between the MIC and other international relief emergency responders, in particular UN agencies, was noted and commended in the external evaluation, even though further efforts should be made with respect to other actors, such as the humanitarian NGO community and military actors (such as NATO) insofar as the involvement of the latter would be duly justified in light of the relevant UN (Oslo and MCDA) guidelines.

In its Communication to the European Parliament and the Council on Reinforcing the Union's Disaster Response Capacity¹⁶ of 2008, the Commission noted some points where it sees room for further improvements:

- (1) Improving the effectiveness of its action in cooperation with Member States, international, national and local stakeholders, in particular through synergies and better coordination of training, needs assessment, planning and operations;
- (2) Further streamlining 'horizontal' coordination between the Commission, the Presidency, the Member States and the High Representative, in particular for larger scale natural disasters, both in Brussels and on the ground for crises involving both the Civil Protection Mechanism and CFSP instruments.
- (3) Improving the 'vertical' coordination between the EU level and Member States. This coordination should be optimised as the differences in the respective mandates of the various Member States and humanitarian services/agencies have an impact on the Commission's response.

On the basis of these findings the Commission has started its considerations of how to improve the functioning of the MIC. The Communication on Reinforcing the Union's Disaster Response Capacity advocates the following¹⁷: **building up of the Monitoring and**

¹⁶ Brussels, 5.3.2008, COM(2008) 130 final, page 6;
accessible at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0130:FIN:EN:PDF>

¹⁷ Brussels, 5.3.2008, COM(2008) 130 final, pages 6, 7;
accessible at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0130:FIN:EN:PDF>

Information Centre so it can play the role of operational centre for European civil protection intervention. This requires a qualitative shift from information sharing/reacting to emergencies towards proactive anticipation/real time monitoring of emergencies and operational engagement/coordination. This includes early warning systems, performing needs assessments, identifying matching resources, and providing technical advice on response resources to the Member States; developing scenarios, standard operating procedures and lessons learned assessments; implementing the Commission competencies to pool available transport and provide co-financing for transport; increasing training and exercise activities for Member States and other experts; and helping the Member States to set up common resources. On the basis of these elements from its internal review, the external evaluation and the statements of stakeholders, the Commission concludes that the MIC has successfully, proactively, and in an effective way fulfilled its role at the heart of the EU civil protection Mechanism. There are remaining challenges to ensure all activities are coherent, well coordinated with, and complementary to interventions and actions implemented under other EU and international (in particular UN sponsored) crisis management capabilities (including those available in the field of humanitarian aid) and Participating States' interventions. The European cooperation and coordination in the field of civil protection would seem to have still unused potential which can be further facilitated by the future MIC.

In addition, in its Communication to the European Parliament and the Council "Towards a stronger European disaster response: the role of civil protection and humanitarian assistance", the Commission outlined further actions to achieve a more effective, efficient, coherent and visible European response. This includes the merger of the MIC and DG ECHO's crisis room to create a genuine 24/7 European Emergency Response Centre as one of the cornerstones of its vision. The Centre should develop into a platform providing full support to Participating States, other EU services and international organisations during emergency relief operations, and also playing a pivotal role in the planning of EU operations (including the scenario development and contingency planning), as well as the coordination of resources made available for European response.

4. TRAINING

The Mechanism Decision requires the Commission to set up a training programme, with a view to enhancing the coordination of civil protection assistance intervention by ensuring compatibility and complementarity between the intervention teams and modules, and by improving the competences of the experts for deployment on-site as members of EU assessment and coordination teams. The programme is to include joint courses and exercises and an exchange system whereby individuals may be seconded to other Member States.

While training courses, exercises and the exchange of experts all form part of the overall training programme, for the purpose of this evaluation report they will be presented and discussed separately.

4.1. Training courses 2007-2009

The training programme runs in cycles, each cycle starting in June and ending in May of the following year. Since 2003, seven cycles of courses have been completed. This evaluation covers the 6th and the 7th cycle covering the implementation period June 2008 to May 2010. Prior to each cycle, the course schedule is set and the total number of course places within that cycle is divided between Participating States and external partners according to a

certain quota. Each Participating State has an appointed national training coordinator who is responsible for identifying and nominating participants to the courses in accordance with the deadline stated in the training courses schedule and the course quota. Nominations of participants are normally made directly to the training centres as they are responsible for making the practical arrangements related to the participants' attendance.

The preceding 5th cycle, even though implemented in 2007 and 2008, was designed and initiated under the regulatory framework preceding the 2007 Civil Protection legislative package¹⁸. This means it was not carried out under the provisions of the 2007 Mechanism Recast and current Financial Instrument which are the subject of this evaluation. The tender for the 8th cycle launched in 2008, but the trainings are being conducted only as of June 2010 until May 2011.¹⁹

During the period under review, the following eleven types of courses were organised:

- (1) Community Mechanism Induction Course (CMI)
- (2) Operational Management Course (OPM)
- (3) High Level Coordination Course (HLC)
- (4) Assessment Mission Course (AMC)
- (5) Staff Management Course (SMC)
- (6) Media and Security Strategy Course (MSC)
- (7) International Coordination Course (ICC)
- (8) Operational Management Refresher Course (OPMR)
- (9) High Level Coordination Refresher Course (HLCR)
- (10) Modules Basic Course (MBC)
- (11) Technical Experts Course (TEC)

All courses included sessions about internationally agreed coordination structures and guidelines.

During the period under review, the courses were conducted by training centres in Sweden, Denmark, Germany, United Kingdom, Poland, Italy and Spain, which have been assigned courses through a tender process. The 6th cycle included 25 training courses on a budget of € 2.8 million, of which 73% were spent. The 7th cycle included 49 courses from a budget of

¹⁸ Council Decision 2001/792/EC, Euratom of 23 October 2001 establishing a Community mechanism to facilitate reinforced cooperation in civil protection assistance interventions (OJ L 297, 15.11.2001, p. 7) and Council Decision 1999/847/EC of 9 December 1999 establishing a Community action programme in the field of civil protection (OJ L 327, 21.12.1999, p. 53), as amended by Decision 2005/12/EC of 20 December 2004 extending the Community action programme in the field of civil protection (OJ L 6, 8.1.2005, p. 7).

¹⁹ The next tender is published in 2011 for the 10th cycle of courses, to be conducted starting mid 2012.

€ 5.9 million (85% spent). Occupation rates of courses increased from 72% in the 6th cycle to 90% in the 7th cycle (weighted average 87%). During the implementation of the 6th cycle trained experts were deployed 26 times on mission. During the 7th cycle trained experts were deployed 43 times.²⁰

At the end of the 7th cycle (end May 2010) a total of 142 courses had been conducted and in total some 2500 participants received training. More data on participation in the courses during the first eight cycles are available in Annex II.

For the 7th cycle of training courses which started in June 2009 and ran until May 2010 several changes were made. First, the number of courses increased significantly from 25 to 49 providing approximately 1000 training places. This increase made it possible for countries to train a wider pool of staff. Secondly, three new courses have been added for experts, senior managers, and personnel working with the modules. Technical experts were offered a tailor made introduction course after which they might be deployed. For key personnel working with modules, a specific course has been designed to further improve experts' ability to coordinate in the field and a course on international coordination mechanisms has also been developed. Finally, cooperation with other partners, for example the UN and ECHO Humanitarian Aid, has been developed by offering them places on several of the courses.

The table below provides an overview of the eleven courses in the training programme:

Course title	Target group	Course aim	Main topics covered
(1) Community Mechanism Induction Course (CMI)	- Team leaders - Deputy team leaders - Managers - Experts - Administrators - MIC liaison officers	To prepare participants for international civil protection assistance interventions, both within and outside of the Mechanism geographical area. The course is conducted as a coordinated exercise composed by lectures and a field exercise.	- EU CP Mechanism (introduction) - Civil Protection in the EU - International partners/actors - Information management - Safety and security - Cultural awareness - Emergency environment - Humanitarian issues
(2) Operational Management Course (OPM)	- National experts - Coordination managers - European Commission officials - MIC liaison officers Participants must have passed CMI before enrolling.	To prepare participants for being sent by the European Commission to facilitate support and coordination of the assistance intervention teams or to act as liaison officers for the European Commission in emergencies. The course is conducted as a coordinated exercise composed by lectures and a field exercise.	- EU CP Mechanism (operational guidelines) - Mechanism partners and international actors - Information management - Staff organization and field coordination - Ethics and code of conduct - Planning
(3) High Level Coordination	- Experts and managers able to	To prepare participants for being sent by the European	- EU CP Mechanism - International coordination

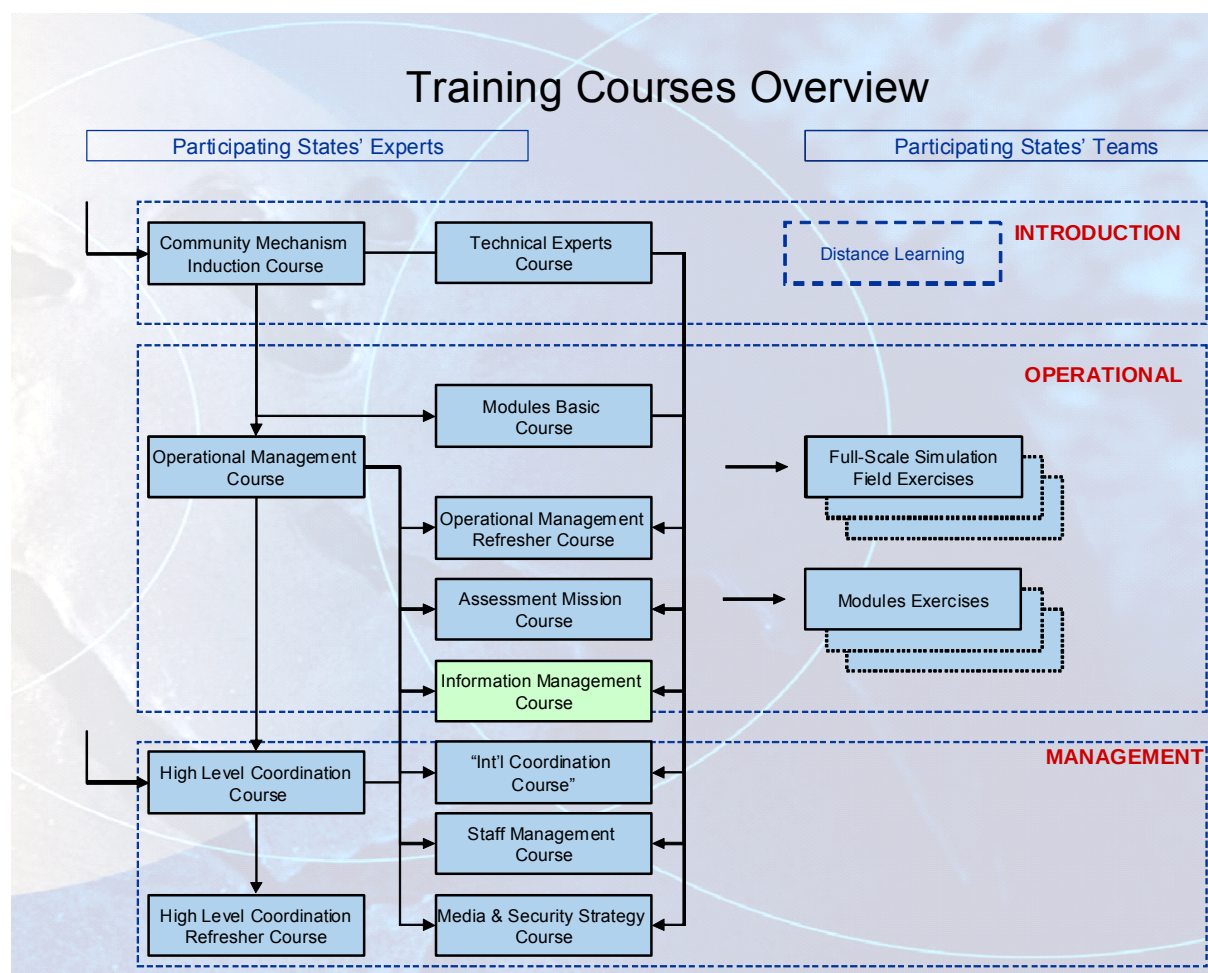
²⁰ From the beginning of the 1st cycle until the end of 2010 a total of 90 trained experts have been deployed in a total of 120 missions (some experts sent more than once).

Course title	Target group	Course aim	Main topics covered
Course (HLC)	function as Coordination Head during an intervention. - MIC liaison officers Participants must have passed CMI and OPM before enrolling.	Commission as managers of the EU-deployment – Coordination Head/ Deputy Head or executive staff members - to facilitate coordination of assistance in emergencies. The course is conducted as a coordinated exercise composed by lectures and a field exercise.	policy - Negotiation in an international environment - Media - Mission management
(8) Operational Management Refresher Course (OPMR)	Participants who previously have attended OPM or HLC (30 participants per course).	To maintain participants' ability to be deployed in civil protection assistance interventions within the framework of the EU CP Mechanism. To update knowledge on the Mechanism, particularly regarding the latest developments related to the legal base and funding of the Mechanism. To feed lessons learnt back into the system. To facilitate further networking and experience sharing between participants.	- Developments within the framework of the EU CP Mechanism - Developments within applied procedures of staff organisation and field coordination and facilitation of assistance interventions - Lessons learnt from recent Mechanism missions - Panel discussion
(9) High Level Coordination Refresher Course (HLCR)	Participants who previously have attended HLC (15 participants per course).	To maintain participants' ability to be deployed in civil protection assistance interventions within the framework of the EU CP Mechanism. To update their knowledge on the EU CP Mechanism, particularly regarding the latest developments related to their task as Coordination Head within the Mechanism. To add detailed knowledge on and motivate further debate of a specific related theme (changes each cycle; for 7 th cycle the theme is 'Civil Protection Modules').	- Recent developments within the EU CP Mechanism - Modular approach in European Civil Protection from a research analyst's perspective - Setting up a national module - Setting up a module composed of elements from more than one participating state of the Mechanism - Cooperation and coordination with modules from international partners - Panel discussion
(4) Assessment Mission Course (AMC)	National experts and managers in the field of coordination and experts from partner organisations	To provide training on assessing the needs in the initial relief phase following a major emergency. The whole course is conducted as a coordinated	- EU CP Mechanism - Meeting organization - Intercultural communication - Media briefing

Course title	Target group	Course aim	Main topics covered
	likely to be involved in international civil protection assistance. National experts need to have passed OPM or HLC before enrolling.	exercise composed by lessons and a three days field exercise.	- Assessment planning, preparation, conduction, analysis and reporting
(5) Staff Management Course (SMC)	Civil protection managers and experts who have previously attended OPM or HLC (15 participants per course)	To improve participants' managerial skills in an international environment where coordination of the initial relief phase following a major emergency is foreseen. The whole course is conducted as a coordinated exercise composed by lessons and a three days field exercise.	- Staff procedures and staff management - Information management - Media policy - International law - Security management - Team management and psychology - Mission end procedures
(6) Media and Security Strategy Course (MSC)	Civil protection managers and experts who have previously attended OPM or HLC (15 participants per course) - MIC liaison officers	To train how to manage media relations and set up strategies for working with media in emergencies. To train how to provide security advice and services to team members and partners. The whole course is conducted as a coordinated exercise composed by lectures and a three days table top exercise.	- Media and its role - Contact with media - Media strategies - International security systems - Team security - Security assessments and risk analysis - Security plan - Evacuation planning and execution
(7) International Coordination Course (ICC)	Civil protection managers and experts who have previously attended OPM or HLC (15 participants per course)	Increase participants' knowledge of, and ability to work with other international response systems. Improve the understanding of the coordination on site and the approach of other organisations to disaster management.	- Field coordination - EU crisis response - UN field coordination mechanism - Disaster management within the framework of Red Cross Movement - Disaster response of NGOs - Civil military coordination
(11) Technical experts course (TEC)	Civil protection experts with specific technical expertise, for example marine pollution, medical, environmental, geo-hazard or logistics experts (21 participants)	To provide participants with the core knowledge required to function as a member of the team of experts for EU CP Mechanism assistance interventions by combining the most essential topics of CMI and OPM.	- Emergency environment - EU CP Mechanism - International partners and actors - Safety and security - Communications and IT - Ethics, cultural awareness and code of conduct

Course title	Target group	Course aim	Main topics covered
	per course)		
(10) Modules Basic Course	Key personnel involved in the civil protection modules		- EU CP Mechanism - Civil protection Modules System - Coordination and interoperability - Planning and operational procedures - Cultural awareness

The illustration below shows how the different courses are related to each other. The illustration includes the specialised course on information management which is currently being developed and integrated in the training programme of the 8th cycle.



Each training centre has made a financial proposal for each course which is the maximum amount that can be invoiced.

Each course is evaluated during and after its completion. For the 6th cycle, most evaluations were done qualitatively, and the results were generally positive. For the 7th cycle the courses were ranked on a 1-5 scale, and average assessment ranked between 4.4 and 4.7 on average. For the 7th cycle, it is notable that 7 of 11 courses have an average above 4.5 (4 is good and 5 is excellent), and all courses have a general average above 4.3.²¹ As all of these evaluations by participants have scored “good” or “excellent”, this evaluation will not assess the detailed scores of the different courses in any further detail. Further details from the evaluations by participants and from other stakeholders are presented in the next section.

4.2. External evaluation

Details of the findings of the external evaluation are available in the external consultants report annexed to this report. The following text box presents highlights of the findings.

- 90% of respondents found the training to be relevant.
- 93% of the respondents found the training courses to be effective.
- Interviewees agreed that the training topics (the types of courses and the curricula) generally match very well the skills needed for deployment. 91% felt sufficiently or very well prepared during deployment. Field exercises were particularly valued (balance theory-practice).
- The new technical training courses, the information management courses and the international coordination course were seen as positive developments.
- The EU training is regarded as a valuable addition to national training.
- There is good collaboration and alignment with the UN concerning the course content.
- Continued need for more training in coordination with organisations such as UNDAC, Red Cross and NGOs was mentioned.
- Admission criteria could be developed for enrolment, and participants could be graded.
- A low level of English of some participants influences their outcome.

Based on their findings, the external evaluators reached the following conclusions concerning the training programme:

* The training programme has contributed to an improved overall effectiveness in EU civil protection in a number of important ways and has succeeded in providing a broad pool of deployable experts, thereby meeting its over-arching objective of improving EU response capacity. The training programme has resulted in a strong network and a community among experts. Such a network provides common principles and knowledge of common and recognised standards and procedures, as well as a shared vocabulary. The training programme

²¹ An overview of scores and further details are presented in an annex to the external consultation report.

has promoted easier cooperation both within and outside the EU team, for example with the UN and allowed experts to share lessons learnt and best practice.

* The training courses have fulfilled the stated objectives, and are relevant to the skills needed for deployment and as being effective. Training has contributed to civil protection quality, and prevention and preparedness has gained more focus. The European civil protection community has been taken to a global level through the EU training, which is seen as being unique in nature and highly regarded both inside and outside the EU. It is also seen as a valuable addition to national training programmes by Member States.

* Cross-training between the UN and the EU has increased cooperation in the field, both in terms of participants' skills, understanding of systems and networking opportunities. Such approaches support a good integration between the two organisations. Similar cross-training has, however, not taken place with other international organisations including the Red Cross and Red Crescent Movement and major international NGOs active in humanitarian response.

* Although the quality of the training providers was seen as very high and benefiting from regular evaluations of performance during the period from 2007 to 2009, the evaluators note a number of concerns regarding the training programme. Firstly, there is a challenge in finding the right balance between theory and practice, with the current make-up lacking emphasis on more practical or operational training related to realistic situations. The second area of concern is with the profile of participants, which still appears to be determined as much on a political basis (i.e. as a form of reward) rather than being based on merit or suitability. Inappropriate candidates and big differences in the skill and experience levels of participants can create very practical difficulties for trainers as well as influence the outcome of the training.

4.3. Conclusions on training courses

The internal desk study, the statement of stakeholders, the external evaluation, and the Commission's experience from the training practice all indicate that the training programme is a highly valued asset of the EU civil protection co-operation. The training courses have proved to be an asset in preparing national experts for civil protection assistance interventions and have significantly improved the response capability of the EU civil protection system. The Commission concludes that the training programme should remain an important component of preparedness in the context of the EU civil protection co-operation.

From the evaluations it is clear that the course contents are considered fully complementary with other trainings provided at national and international level. The Commission concludes that future developments of the EU training system must continue to ensure consistency among the different programmes at different levels, which would seem to require continued or enhanced coordination among all training providers, in particular if some further integration of programmes would be envisaged in the future.

A Training Policy Group was formed in 2009 (first meeting in September 2009). This is a first step towards establishing European Disaster Management Training Arrangements (DMTA). In addition to this, course directors meet up to seven times per cycle, of which three are evaluation meetings. An annual meeting of training coordinators is held at the end of each year. In this framework, discussions have also touched upon the aspects of comparability of national training programmes, governance and quality topics, as well as on possibilities to devise trainings on prevention and preparedness matters.

In the past years, the training programme has managed to keep pace with the developments of an enhanced civil protection Mechanism, which has significantly extended its activities and expertise over the years. The evaluation has clearly highlighted the widening of the scope of training activities, including new types and more numerous courses. Considering these developments in the context of increased pressures on public financing possibilities triggers the question of how to provide for a more efficient civil protection training programme, which may not be able to rely entirely on the central organisation of training on international coordination in the future.

The training courses have provided an excellent platform for experience sharing and networking among Participating States' civil protection experts as well as with other partners, such as members of the UNDAC (United Nations Disaster Assessment and Coordination) teams and other Commission services. The costs and benefits of such formal and informal contacts are generally difficult to evaluate with objective indicators. The Commission considers that in the event of a large scale emergency situation such contacts and networks can make the crucial difference between the best possible relief intervention and a less optimal scenario where critical time is lost in inefficient coordination and organisational actions. Obviously, experience sharing and the creation of networks also come at costs to the system. However, such network effects can be generated as side-effect while pursuing the main training objectives mentioned above. Therefore, the Commission sees no need to investigate in great detail the cost-benefit balance of this aspect at this moment in time but considers that a careful balance must be respected in the design of any individual training action and of all training programmes in the future.

In this context, the Commission is also reflecting on how to better organise the exchange of field, exercise and training experiences and the sharing of lessons to be learnt in a more structured way.

The review of the Civil Protection legislation in 2011 will provide an opportunity to further consider these various aspects. It will also raise the question whether higher amounts can be provided for training actions under the new Financial Instrument, or whether other ways must be found to further enhance the benefits of closer EU co-operation on disaster preparedness.

5. EXERCISES

Exercises are part of the training programme that the Commission is tasked to set up according to Article 5(5) of the Mechanism Decision. The purpose of the training programme is to enhance the coordination of civil protection assistance interventions by ensuring compatibility and complementarity between all the elements that constitute the Civil Protection Mechanism.

In particular, the Mechanism's Implementing Rules²² define explicitly the target group of the exercises (Article 22) and the aims (Article 24). The target group are all individuals and teams that participate in civil protection assistance interventions, i.e. (a) Participating States'

²² Commission Decision 2004/277/EC, Euratom of 29 December 2003 laying down rules for the implementation of Council Decision 2001/792/EC, Euratom establishing a Community mechanism to facilitate reinforced cooperation in civil protection assistance interventions (OJ L 87, 25.3.2004, p. 20). Decision as last amended by Decision 2010/481/EU, Euratom of 29 July 2010 (OJ L 236, 7.9.2010, p. 5).

intervention teams (including civil protection modules); (b) Participating States' intervention team leaders, their deputies and liaison officers; (c) Experts of the Participating States (technical experts, assessment experts, coordination team members, coordination head) that compose the Coordination and/or Assessment Team (now commonly referred to as EU CP Team); (d) National key contact point staff; (e) Officials of the EU institutions. In addition to the above categories, pursuant to Article 4(4) of the Mechanism Decision, "*other intervention support, which might be available from the competent services, such as specialised personnel and equipment to deal with a particular emergency, and resources which may be provided by non-governmental organisations and other relevant entities*" also belongs to the target group.

The exercise aims are: (a) Improving the response capacity and providing the necessary practice of the teams meeting the criteria for participation in civil protection assistance interventions; (b) Improving and verifying the procedures and establishing a common language for the coordination of civil protection assistance interventions and reducing the response time in major emergencies; (c) Enhancing operational cooperation between the civil protection services of the participating States; (d) Sharing lessons learned.

5.1. Exercises 2007-2009

In order to achieve the exercise objectives, an action regarding exercises is included in every year's Work Programme of the Commission and a call for proposals is published. Organisations established in any of the Participating States to the Mechanism can apply. The specific technical, administrative and financial requirements are defined and explained in the Grant Application Guide (GAG) published with the call. The proposals go through an evaluation procedure and for the successful ones the Commission provides a very sizable financial contribution.

The following table shows key financial information on the exercise programme for the period 2007-2009.

	2007	2008 ⁽¹⁾	2008/ 2 nd	2009 ⁽²⁾
Total budget available (million €)	5.0	5.5	4.0	1.7
Maximum EU contribution per project (million €)	0.5	1.0	1.0	1.0
Max co-funding rate	75%	75%	75%	85%
Number of projects awarded	7	3	5	2
Total amount initially allocated to awarded projects (million €)	2.6	1.5	3.1	1.4

⁽¹⁾ not all of the budget was allocated and thus a second call for proposals was launched with the remaining budgeted amount.

⁽²⁾ in 2009 a call for tender for civil protection modules exercises was launched for the amount of € 2.5 million.

There are several types of exercises that can be conducted to achieve the above stated exercise aims. The calls for proposals, during this period, have focused on two types of exercises: full scale exercises and command post exercises.

To be eligible for funding the exercises must fulfil certain minimum characteristics: inclusion in the exercise scenario of the activation of the Civil Protection Mechanism, respect of its legally based procedures as well as deployment of the various resources available to the Mechanism (intervention teams, coordination/assessment teams etc.) and participation of a minimum number of Participating States to the Mechanism. They are thus complex exercises

that offer the possibility of integration and simultaneous exercising of various resources, tools, and aspects of the Civil Protection Mechanism, typically including two levels of coordination: operational coordination (at the EU and the national level) and coordination of field operations.

Overall, there have been 22 full-scale exercises since 2002 supported by the Mechanism. The scenarios were: 11 earthquakes (incl. 3 CBRN), 7 floods, 5 CBRN, 4 terrorism, 1 forest fire, 1 volcano. On average five countries participate in any given EU exercise, and on average there are three exercises per year. On average, 14 mechanism countries (some 44 per cent of Participating States) participate annually in one or more simulation exercises. The most active countries are Germany, France, Sweden, Belgium, the UK and Italy.

The ten exercises that have been conducted during the period 2007-2009 are listed in the following tables.

2007					
EULUX 2007	6-9 June 2007 Esch-sur-Alzette (LU)	Several accidents of unknown origin	Beneficiary: Ministry of Home Affairs and for Country and Town Planning (Ministere de l'Interieur et de l'Amenagement du Territoire)/Rescue Services Agency (Administration des Services de Secours) (Luxemburg)	Partners: Directorate-General for Civil Protection/Federal Public Service Home Affairs (BE), Direction de la Defense et de la Securite Civiles/Ministère de l'Intérieur de l'Outre Mer et des Collectivités Territoriales (FR), Bundesanstalt Technisches Hilfswerk, THW (DE) Teams from: LU, DE, BE, FR, HU, NL, PL, PT , EU CP Team	EU contribution: € 500000 EU financing rate: 74.84%

2008 (Call 2007)					
EU ex ALBIS 2008 ²³	15-18 May 2008 Litomerice (CZ)	Cross-border flooding (Elbe-river)	Beneficiary: German Agency for Technical Relief, Bundesanstalt Technisches Hilfswerke THW – (DE)	Fire and Rescue Service, HZS (CZ) Teams from DE, CZ, EU CP Team	EU contribution: € 149957 EU financing rate: 75%
EU HUROMEX	22-26 September	Flooding in two countries in	Beneficiary: National Directorate for	Partners: General	EU contribution: € 500000

²³

<http://www.albis2008.eu/>

2008	2008 Szolnok and Bekes Counties (HU) and Arad County (RO)	parallel and related accidents	Disaster Management (HU)	Inspectorate for Emergency Situations (RO) Teams from AT, DE, RO, SK, SI, BG, HR, LT, HU, Rep of Moldova, EU CP Team	EU financing rate: 74.84%
ES-2008 ERMES	15-17 October 2008 Calabria (IT)	Seismic event in the Messina Strait	Beneficiary: Prefettura di Reggio Calabria (Italy)	Partners: Province of Vrancea (RO) Teams from IT, RO	EU contribution: € 325438 EU financing rate: 73.1%
Exercise Torch	26-30 October 2008 Crystal palace national Sports Stadium, London (UK)	CBRN accidents & disaster victim identification	Beneficiary: University of Leicester (United Kingdom)	Partners: The Metropolitan Police Service (UK), Home Office (UK), UK - Disaster Victim Identification (DVI) (UK), German DVI Unit (DE), Dutch National Police Agency (KLDP) (NL) Teams from: UK, DE, NL	EU contribution: € 498902 EU financing rate: 75%
<i>Name withheld</i>	November 2008	Terrorism related accidents	Beneficiary: Direction de la Défense et de la Sécurité civile, Ministère de l'Intérieur et de l'Aménagement du territoire (France)	Partner: PT	<i>Due to the nature of this exercise further information is not available.</i>

2009

EU Floodex 2009 ²⁴	22-25 September 2009 City of Alkmaar/Safety region Noord Holland Noord (NL)	Large coastal flooding worst credible scenario based on 1953 floods	Beneficiary: Ministry of the Interior and Kingdom Relations, National Operations Centre, KLPD/LOCC (The Netherlands)	Teams from: DE, EE, PL, UK, EU CP Team	Call 2008-1 EU contribution: € 870000 EU financing rate: 74.9%
EU Danubius 2009 ²⁵	9-11 September 2009 Giurgiu Municipality (RO)	Existing complex situation due to floods, followed by Earthquake (epicenter Vrancea area) Romania	Beneficiary: Ministry of Interior and Administrative Reform, General Inspectorate for Emergency Situation, GIES (RO)	Teams from: AT, BG, DE, HU, HR, EU CP Team	Call 2008-1 Beneficiary: EU contribution: € 300000 EU financing rate: 75%
EU HUNEX Decathlon 2009	10-14 May 2009 Miskolc (HU)	Earthquake	Beneficiary: Civil Protection Directorate of Budapest (Hungary)	Partners: Regional Disaster Management and CP Association Miskolc (HU), City of Ljubljana Disaster Management Department (SI), Mazovian Voivode Office Crisis Management Department (PL), Municipality of Kosice (SK), Comunita Montana/Unione dei Comuni Valle del Samoggia - Ufficio Risorsa Europa (IT) Teams from DE, PL, SI, SK, RO, Serbia, EU CP Team	Call 2007 EU contribution: € 288840 EU financing rate: 72.4%
EU-SweNorEx 2009	26-28 May 2009 Border area between Sweden	Earthquake outside EU (exercise)	Beneficiary: Swedish Civil Contingencies	Partner: Directorate for Civil Protection	Call 2007 EU contribution:

²⁴

<http://www.floodex.nl/>

²⁵

<http://www.danubius2009.eu/>

	and Norway (municipalities of Eda and Eidskog). Charlottenberg (SE) central point of exercise	focusing mainly on practical training of experts)	Agency, MSB (SE)	and Emergency Planning, DSB (NO) Teams EU CP Team UNDAC Team	€ 352551 EU financing rate: 74.0%
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In their majority the exercises have been full scale exercises. Beside the field exercise parts, the exercises have featured concurrent, or preceding, command post exercises of various degrees of complexity. An Observers Programme and a VIP programme are typically included and the exercise concludes with an evaluation meeting to gather immediate feedback from all participants. In a few exercises a workshop on issues related to the scenario have been included.

The exercises have been based on scenarios that simulate emergencies due to natural disasters commonly faced within the EU Member States or the civil protection response to the consequences of terrorist attacks with conventional and/or CBRN²⁶ agents. There is an apparent exception as in the above list forest fires do not appear but it should be noted that an exercise on that disaster type was conducted in the framework of the FIRE 5 project.

The exercises are of varying complexity, ranging from very large scale ones based on a credible worst case scenario like the 1953 floods in the Netherlands (FLOODDEX) to Cross border flooding emergencies (e.g. Albis and EU HUROMEX) down to exercises rather focused on a certain aspect at the periphery of civil protection namely disaster victim identification (Exercise Torch). Depending on the specific exercise scenario the intervention teams that were deployed were of the type that would actually work together in real emergencies, with a few exceptions.

The majority of the exercises (Ex-Albis, EU FLOODDEX, EU DANUBIUS, EU-HUNEX, EU-HUROMEX, EULUX) have addressed the issue of the role of an EU Assessment and Coordination Team (what is now called EU CP team) in supporting the competent authority of the affected EU Member State. One exercise (EULUX) was based on a scenario where the response capacities of a Member State have been overwhelmed and the EU Assessment and Coordination Team assumed more operational responsibilities. SWENOREX addressed the issue of cooperation between the EU and the UN in emergencies outside the EU. This is an issue of particular importance since it is stated explicitly in the legal basis (Article 8 of the Mechanism Recast) that the EU will liaise/ cooperate with UN OCHA²⁷. Draft operational guidelines for this cooperation were the result of this exercise. It should also be noted that the subject of Host Nation Support ('HNS') has been addressed in a number of these exercises as well to varying degrees of complexity.

An issue of major importance is exercise evaluation. Evaluation has usually been done through questionnaires filled out by the participants of the exercise observers programme. While this method has provided useful input, the results were at times insufficiently structured and of fragmental nature thus limiting their comparability. An improved evaluation methodology was introduced during the EU FLOODDEX exercise in 2009.

²⁶ Chemical, biological, radiological and nuclear.

²⁷ UN Office for the Coordination of Humanitarian Affairs.

A number of Participating States have been more active in organising and participating in exercises. Still, approximately 75% of all Participating States have participated in one way or another in exercises during the evaluation period 2007-2009.

During the period of evaluation a number of corrective actions were undertaken to enhance the quality and increase the quantity of the submitted proposals. In addition, decisions were made to strengthen the Commission's involvement during the exercise planning, implementation and evaluation phases. Corrective actions focused on three areas: (1) Revision of the Grant Application Guide ('GAG') of the call for proposals; (2) Increasing the awareness of interested parties in the Participating States of the call for proposals; (3) Setting up of an integrated exercises framework.

The objective of the GAG revision was to improve the quality of the full scale exercises co-financed by the Commission by providing more concrete and targeted specifications. The 2009 review took account of the experience from earlier exercises as well as the state of the art in the field of planning, conducting and evaluating exercises.

A comparison between the GAG of 2007 call for proposals²⁸ and the two call for proposals in 2008²⁹ on the one hand and the GAG of the 2009 call for proposals³⁰ shows a number of major improvements in the technical side, including on:

- (1) Definitions and description of requirements regarding the various types of exercise participants; Exercise glossary.
- (2) Elimination of restrictions regarding the participation of intervention teams (number of personnel and weight of transported equipment) in order to allow for more realistic exercise play;
- (3) Participation of intervention teams from third countries;
- (4) Further specification of the award criteria on understanding/ methodology³¹ and of the European dimension (minimum 3 states participating, further considerations on cooperation, consistency, complementarity and synergies between Commission and other EU Institutions, as well as cooperation with international organisations (especially UN agencies));
- (5) Clarification of the possible various roles of the Competent National Civil Protection Authority (revision of Form A8).
- (6) On the financial side the maximum EU contribution per project was raised from € 500 000 (in the 2007 call) to € 1 million (in the subsequent calls) in order to allow for conducting larger scale exercises. Finally, the maximum EU contribution was raised from 75% to 85% (in the 2009 call) in order to make it more attractive to apply for grants due to the fact that planning and conducting such large scale

²⁸ http://ec.europa.eu/echo/civil_protection/civil/prote/cp03_2007_en.htm.

²⁹ http://ec.europa.eu/echo/civil_protection/civil/prote/call_simu_2008.htm.

³⁰ http://ec.europa.eu/echo/civil_protection/civil/prote/full_scale_exercise_2009.htm.

³¹ Award criteria on understanding and methodology are now more concrete and specific to the subject of exercise projects (i.e. be consistent with the principles of sound exercise planning, conduct and evaluation as well as the principles of sound project management).

exercises requires significant human, material and financial resources, not all of which are eligible for EU co-financing.

In order to better inform interested parties of the possibilities of submitting proposals for EU funded exercises, specific Information Days have been organised in Member States capitals since 2008 (Madrid, Athens, Bucharest, Tallinn) in addition to the general information day held at Brussels for the several civil protection calls for proposals. The aim was to explain to the interested parties both the procedures to be followed and the expectations of the Commission. More information on the Information Days is available in the civil protection website³².

To set up an integrated exercises framework a first set of actions were taken: the above mentioned revision of the GAG of the 2009 call for proposals for exercises, the launching of the modules exercises in the year 2009, and the decision to establish a dedicated exercise team in the Commission civil protection units in order to provide more consistent and active participation of the Commission in the implementation of the exercise projects. These actions will require follow up by further actions as discussed in the conclusions below.

5.2. External evaluation

Details of the findings of the external evaluation are available in the external consultants report annexed to this report. The following text box presents highlights of the findings.

- Exercises were considered relevant by virtually all respondents (97%).³³
- Co-financed exercises have contributed to the improvement of operational procedures (77% responses).
- Exercises were considered to be effective (88% responses).
- Some find that there are too many exercises and others advocate for more exercises.
- Administrative procedures were found somewhat challenging and not smooth (60% responses). There were diverging opinions on whether the size of the EC contribution was sufficient.
- Several respondents are positively anticipating the modular approach to exercises that will allow the same people to build on experience through a series of similar exercises.
- An exercise policy or/and overarching framework is needed (77% of responses).

Based on their findings, the external evaluators reached the following conclusions regarding the exercises programme:

* Overall, the evaluators concluded that the civil protection exercises programme has been relevant and the extent to which this facility has been taken up, has contributed to the

³² See http://ec.europa.eu/echo/civil_protection/civil/infoday_2008.htm and http://ec.europa.eu/echo/civil_protection/civil/infoday_2009.htm.

³³ Slightly less than half of the respondents from the survey had participated in exercises.

improvement of operational procedures and effectiveness. More specifically, the exercise programme has been helpful for identifying gaps in responses, and has encouraged a culture of working together with international teams and establishing networks among the participants, a better understanding of shared methodologies, common working procedures and standards.

* The costs of the exercises appear to be a major constraint on the take up of the exercise programme. High costs and the time required to prepare appear to have been disincentives to participation for some Member States.

* It is also apparent that potential participating Member States question the need for a clearer policy or overarching contextual framework in which to better place the exercise programme, for example in relation to planning purposes.

5.3. Conclusions on exercises

As established by the Commission internal review, the findings and conclusions of the external evaluators, and the views of Participating States and other stakeholders, exercises have proved to be an effective action to boost European preparedness for natural and man-made disasters. They have helped refining procedures and practical arrangements that have to be established for civil protection interventions and co-operation, including the opportunity to start exercising host nation support arrangements. In particular, it clearly emerges that the aims set out in Article 24 of the Mechanism Implementing Decision are met, i.e. improving the response capacity and providing the necessary practice of teams, improving and verifying procedures, establishing a common language for the coordination of civil protection assistance interventions, reducing the response time in major emergencies, enhancing operational cooperation between the civil protection services of the Participating States, and sharing lessons learned.

The Commission concludes that full-scale exercises in the field of the Civil Protection Mechanism co-funded by the EU have proven to be an essential element of improving the preparedness level of all components of the Civil Protection Mechanism.

While overall the exercises conducted during this period have provided a fruitful terrain to achieve the declared aims, they have also suffered from the fact that they are not integrated into a more comprehensive exercise programme and mainly constitute a series of proposals put forward by Participating States. This assessment was highlighted by many stakeholders when asked to consider the overall effectiveness, coherence, co-operation and complementarity of the exercise programme. Some interviewees stated that the EU should provide guidelines to ensure a comparable levels and procedures for exercises, e.g. a minimum standard.

The Commission concludes that the exercises programme has matured to a degree where it is time now for reviewing the concrete priorities and objectives of the policy in view of enhanced EU preparedness, starting in particular by assessing the currently agreed minimum requirements for EU funding and developing improved ones.

Full scale exercises train at least two coordination levels. This characteristic has been posing significant challenges at all stages of the exercise cycle, not least because Participating States have arrived at different levels in their civil protection systems and in their approach to planning, conducting and evaluating exercises. This raises the question whether a closer

cooperation is beneficial between the European exercises programme and national exercises programmes. Closer cooperation could further enhance the effectiveness, coherence, co-operation and complementarity of the exercise programme, as well as its efficiency, but may in return require earmarking additional resources for planning and coordination efforts and the setting up of an EU exercises framework.

From the above elements, the Commission recognizes that in order to better serve the ultimate aim of improving operations through better preparedness, the establishment of an integrated and comprehensive exercise programme/ framework needs to be considered. This would require several steps starting from establishing a common glossary and agreed minimum requirements of an exercise methodology (evaluation and improvement plan programme, exercise control, common safety rules, etc), and including setting out a vision on the disaster scenarios to be exercised. Focus should be given here to using the results of the risk assessments and scenarios developed in the Participating States and on the overview scenarios to be developed at EU level in the coming years. In addition, such an exercise policy framework could also consider important deployment scenarios for assistance interventions outside the EU.

The Commission concludes on the successful EU exercises programme that the development of a strengthened exercise framework may be necessary to further enhance the level of preparedness and cooperation among European countries and optimise benefits for all Participating States.

6. EXCHANGE OF EXPERTS

As certain need of a highly specific and technical nature cannot be addressed during training courses or exercises, the Mechanism provides for an exchange system for civil protection experts. The system is financed by the CPFI and is open to all Participating States. The system allows for the secondment of national civil protection experts to administrations of other Participating States on all aspects of emergency intervention.

The aim of this secondment is to allow experts to gain experience and direct knowledge about similar responsibilities under different national systems; to familiarise themselves with various techniques used; to study the approaches taken by other emergency services; and, if necessary, to attend or give courses requiring specific expert knowledge not available in their home or host country respectively. The duration of these exchanges vary in length from a few days to fortnight. The funding provided by the European Commission covers the participants' transport costs and accommodation costs according to EU conditions.

6.1. Exchange of experts 2007-2009

The exchange of experts programme allows qualified civil protection personnel and officials to spend a number of weeks in another host country civil protection system for the purpose of learning, exchange of experience and creating networks.

During the period under review, the exchange of experts programme was managed on behalf of the Commission by the German Federal Agency for Technical Relief (Bundesanstalt Technisches Hilfswerk - THW)³⁴.

The first phase of the EU exchange of experts system expired in June 2008 (end June 2007 to 18 June 2008) by which time 170 exchanges had taken place. Experts originating from 17 Participating States had been hosted by organisations of 18 Participating States. More detailed information about the exchanges can be found in Annex III A.

In the first year of the 2nd phase³⁵, i.e. by December 2009³⁶, THW had received a total of 289 applications from 26 countries. 141 exchanges were carried out and completed. 84 applicants have been approved by National Training Coordinators, and exchanges are in preparation. 26 applicants have registered online but have not yet been officially approved by the National Training Coordinator. 38 host organisations and experts have indicated an interest in participation in exchanges, but have not yet officially registered. Overall, twenty countries sent out experts and thirteen countries hosted experts.

More detailed information about the exchanges can be found in Annex III B.

Therefore, from June 2007 to December 2009, a total of 385 experts from 26 countries had been exchanged. This figure includes 148 experts coming from the new Member States, thus representing over one-third of all the experts exchanged (38%).

At the end of their exchange, participating experts submit short evaluation reports. An assessment of the reports draws a very positive picture of the individual experience and highlights the important experience gained by the participants in a number of different fields of expertise.

6.2. External evaluation

The external evaluators reached the conclusions that the exchange of expert programme has a lot of potential, but limited uptake and experience with this programme appears to be restricted to a smaller group of Member States. This being said, there appears to be a positive impact and value in the programme in the more limited number of countries that have participated. Benefits appear to be transfer of knowledge and some similar to the training and exercise components, with increased familiarity of procedures and systems and better understanding of team work.

6.3. Conclusions on exchange of experts

In a European and international context of EU civil protection activities, developing a direct knowledge of the working methods and procedures of partners, such as the relevant authorities and entities of other Member States, generates many benefits.

³⁴ Pursuant to successive contracts awarded by the Commission further to a tendering procedure.

³⁵ The contract covering the 2nd phase lasted 20 months and covered both 2009 and 2010.

³⁶ Second interim report dated 6 December 2009.

The Commission concludes that the exchange of experts programme has met its objectives as laid out in Article 25 of the Mechanism Implementing Decision³⁷, i.e. enabling experts to: (1) gain experience in other fields; (2) become acquainted with various techniques and operational procedures used; and (3) study approaches taken by other participating emergency services and institutions. Generally, meeting colleagues working in other Member States on the same issues greatly contributes to streamlining and easing communication in case of emergencies where time is critical, as responders know whom to contact when needed.

As only a limited number of experts have been trained so far and there appears to be a continuous need, it would seem useful to continue this scheme, while even considering to make it known more widely (for instance, by including information session during courses organised under the Mechanism).

The Commission notes that the programme is primarily organised as a learning opportunity for the experts sent abroad. In the context of enhancing cooperation among Participating States it is worthwhile considering organising exchanges also as a full exchange of experts, or in such a way that experts on particular matters are made available to in other Participating State on request.

7. CIVIL PROTECTION MODULES

The idea of establishing civil protection modules to strengthen the European response to natural and man-made disasters was launched by Member States in the wake of the December 2004 tsunami in South-Asia. In June 2005, the European Council endorsed the general concept, calling for the establishment of an EU rapid response capability based upon Member States' civil protection modules. Consequently the 2007 Civil Protection Mechanism Recast emphasised the importance of developing a European rapid response capability based on the civil protection modules of the Member States, which were required to identify modules within six months of the adoption of the Mechanism Recast, i.e. until 16 May 2008.

The European Commission and Member States worked closely together to develop the implementing rules for Civil Protection modules³⁸. The implementing rules provide the technical framework for a total of 17 module types covering pumping and purification of water, aerial fire fighting (planes and helicopters), urban search and rescue (heavy and medium), medical assistance including medical evacuation (advanced medical posts, field hospital, aerial evacuation), emergency shelter, CBRN detection and sampling, search and rescue in CBRN conditions, ground forest fire fighting, and flood rescue using boats. Tasks, capacities, main components and deployment times are defined and the provisions give more details about the notions of self-sufficiency and interoperability. The rules also provide for a Technical Assistance Support Team (TAST) that may support Mechanism assessment and/or coordination teams and may, under specified conditions, be incorporated in specific modules to fulfil support functions, such as IT and communications.

Modules are task and needs driven pre-defined arrangements of resources. The modules:

³⁷ Commission Decision of 29 December 2003 laying down rules for the implementation of Council Decision 2001/792/EC, Euratom establishing a Community Mechanism; 2004/277/EC, Euratom

³⁸ Commission Decision 2008/73/EC, Euratom of 20 December 2007 amending Decision 2004/277/EC, Euratom as regards rules for the implementation of Council Decision 2007/779/EC, Euratom establishing a Community civil protection mechanism (OJ L 20, 24.1.2008, p. 23).

- Are composed of mobile/moveable resources from Member States which can be deployed abroad;
- Are able to provide assistance inside and/or outside the EU to other EU bodies and international institutions, especially the UN;
- Can be made up of resources from one or more Member States of the Mechanism on a voluntary basis;
- They are self-sufficient, interoperable, and can be dispatched at very short notice (generally within 12 hours following a request of assistance);
- Are equipped, trained and operated in accordance with acknowledged international guidelines.

The so-called ‘modular approach’ has also been a key consideration in a series of projects seeking to support the development of new initiatives designed to enhance response capabilities, including through innovative governance arrangements, as described hereafter (see chapter 8).

7.1. Conclusions on Civil Protection modules

The modular approach is now firmly established in the European civil protection world as a means to enhance the interoperability, the speed of deployment, the predictability of response, the support that is needed from the affected state (for the module to be able to perform its tasks), and overall quality and effectiveness of European civil protection interventions. The establishment of modules and the setting up of the modules database in CECIS also facilitated the process of requesting and delivering assistance inside EU, as it improved the planning at both donor and recipient ends (i.e. in case of floods, when the request refers to a certain number of high capacity pumping modules it gives a clear indication of the capacity of the module, the location where the module could be used, the support it needs, etc.). The Commission believes that the modular approach has clearly proven its value added.

The Commission internal review, the findings and conclusions of the external evaluators, and feedback by Participating States stakeholders have established that the civil protection modules are generally considered to be effective ways to boost European preparedness for natural and man-made disasters.

The concept of modules needs to be further strengthened by involving them in specific exercises. Work in this direction has been initiated in 2010, when the first cycle of six modules exercises started. The modules exercises are specific field exercises for training the cooperation and coordination between different modules and an EU Civil Protection coordination team during an emergency. Although the modules exercises are not part of this evaluation report (due to the fact that progress began end of 2010), preliminary feedback from Participating States on this component is very positive.

In addition, work is progressing on developing standard operating procedures for modules, aimed at further improving interoperability and coordination on site and with headquarters. Guidelines on host nation support are also under development. Both initiatives are coordinated by the Commission, with the participation of Participating States in the framework of the Modules working group.

8. PILOT PROJECTS AND PREPARATORY ACTION

The preparatory action on an EU rapid response capability was launched in 2008 with the aim of improving the overall capacity of the EU to respond to disasters inside and outside of the EU, by ensuring that Participating States' assets are available on standby for deployment in EU civil protection operations. The Commission/MIC was mandated to activate these standby assets to meet the needs on the ground.

Furthermore, a pilot project on stepped-up cooperation between Participating States on combating forest fires was initiated in 2008 with the aim to improve mobilisation of operational resources and emergency support to assist a Participating State in coping with forest fires too numerous and too intense to be handled by its own logistical capacity and manpower. Objectives of the pilot project were integrated into the preparatory action on an EU rapid response capability 2009 call for proposals. In this shape, the preparatory action was continued for a third and final year in 2010 (the implementation of some of the projects continues until mid-2012).

Finally, a pilot project on cross-border cooperation in the fight against natural disasters provided grants to support actions for cooperation and the development of closer cooperation on civil protection measures with a view to raising awareness and preventing or minimising the consequences of natural disasters by developing cross-border early warning tools, coordination tools and logistical tools.

8.1. Preparatory Action and Pilot Projects operations 2007-2009

8.1.1. Cross-border pilot projects - Fighting cross-border natural disasters

In 2006 the European Parliament extraordinarily allocated a sum of money following a spate of cross-border natural disasters hitting Europe to develop projects following up on a number of reports and resolutions from the EP on the need to better prepare for natural disasters. Furthermore the projects were in line with the legislative proposal of the European Commission³⁹ leading to the recast of the EU Civil Protection Mechanism.

The 6 projects it has approved on cross border civil protection cooperation to fight natural disaster are aimed, in particular, at providing a framework for closer cooperation in civil protection in the fields of cross border early warning, coordination and logistical tools with a view to preventing or at least minimising the consequences of natural disasters. They will receive in total € 5.6 million of funding.

The 6 projects were carried with the lead of 5 different Member States (Germany, France, Italy, Latvia and the United Kingdom), with partners from 18 different Member States. The projects were intended to test innovative approaches by developing operational cross border civil protection modules in the field of response, urban and marine search and rescue, and command in emergency interventions, focusing on the main natural disasters that have been affecting Europe during the last years namely forest fires, earthquakes, and floods (both fluvial and coastal).

The selected projects receiving EU funding are the following:

³⁹ COM(2006) 29 final presented on 26.1.2006.

Title	Objective
Flood management cross border ⁴⁰ (led by Technisches Hilfswerk, Germany)	Multinational module for rescuing persons from floods composed of German and Polish personnel and equipment. Total Budget: € 1 402 009 EU Contribution: € 962 480 (80%)
EU-USAR: relief cross border ⁴¹ (led by Technisches Hilfswerk, Germany)	German and Dutch module on urban search and rescue in areas with building failures after an earthquake or other disasters. Total Budget: € 1 629 122 EU Contribution: € 1 009 612 (80%)
Fight floods ⁴² (led by the Jelgava City Council, Latvia)	Cross border team composed of Latvian and Lithuanian personnel and equipment to fight cross border floods. Total Budget: € 223 872 EU Contribution: € 179 097 (80%)
FIRE 4 ⁴³ (led by the Ministère de l'Intérieur et de l'Aménagement du Territoire, France)	Cross border module composed of the personnel and equipment of four Member States (France, Italy, Spain and Portugal) tasked to fight forest fires. Another six Member States were associated: Cyprus, Greece, Hungary, Malta, Slovenia and the Czech Republic. Total Budget: € 5 022 969 EU Contribution: € 900 000 (80%)
STEP ⁴⁴ (led by EUCENTRE, Italy)	Mobile assessment and command unit in the field of earthquakes which will develop fast and reliable damage and vulnerability assessment after an earthquake, performed on site, developed by Italy with partners from Portugal and Germany. Total Budget: € 2 228 636 EU Contribution: € 1 483 280 (80%)
EU Flood command ^{45, 46} (led by Vector Command, United Kingdom)	Maritime search and rescue module in the field of coastal floods develop by the UK together with Ireland and Sweden. Total Budget: € 1 676 743 EU Contribution: € 1 094 467 (79.03%)

⁴⁰ For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/crossborderprojects/floodmancrossborder.pdf.

⁴¹ For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/crossborderprojects/eusar.pdf.

⁴² For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/crossborderprojects/fightfloodjelgava.pdf.

⁴³ For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/eu_fire_4.pdf.

⁴⁴ For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/crossborderprojects/step.pdf.

⁴⁵ For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/crossborderprojects/eufloodcommand.pdf.

⁴⁶ The final report of the project is available at:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/crossborderprojects/eufloodcommand_report.pdf.

8.1.2. Pilot project to step up cooperation between Member States on combating forest fires (EUFFTR)

Following the devastating forest fires in the South of Europe in the year 2007, the EU budgetary authority earmarked € 3.5 million in the 2008 budget for a pilot project to step up cooperation between Member States on combating forest fires.

The aim of the pilot project was to improve mobilisation of additional operational resources and emergency support from Member States to assist other Member States in coping with forest fires. These additional operational resources were available for three months during the summer of 2009 to assist Member States facing major forest fires in situations when other Member States were unable to provide such assistance, for example because of forest fires on their own territory. The additional operational resources were based on the needs of forest fires emergencies in 2007 and 2008 in the EU.

Further to a call for proposals published in 2008, the project called 'EU Forest Fire Tactical Reserve' (EUFFTR), managed by the French Ministry of the Interior (Ministère de l'Intérieur, Direction de la Défense et de la Sécurité civile), was selected and received an amount of € 3.5 million (which represents an EU co-financing rate of 80% of the total costs of the project).

The EUFFTR pilot project aimed at stepping up cooperation between the Member States on combating forest fires. It consisted of two fire-fighting planes (Canadair CL-215) that were leased from the commercial market and available to fly 150 hours each from 1 July to 30 September 2009. The planes were a supplementary European resource designed to reinforce the overall EU fire-fighting capacity. They were available to assist EU Member States requesting aerial fire fighting assistance through the Civil Protection Mechanism.

The decision to deploy the EUFFTR was taken by the Commission after consultation on the forest fires situation with all the Southern Member States. Following the decision, France (which managed this project) ensured the deployment of the planes, which were stationed in Bastia, Corsica. From there, mainland France and Italy were within a short flight distance; Lisbon in the West, Athens in the South East and Sofia in the East were roughly equidistant.

Thanks to the EUFFTR project, the EU significantly increased in 2009 its contribution to the response to major forest fires. The EUFFTR intervened in six of the total of nine 2009 forest fire emergencies managed by the Monitoring and Information Centre: twice in France-Corsica and Portugal, once in Italy-Sardinia, and once in Greece. In the remaining three Mechanism activations (Albania, Greece and Portugal) sufficient and timely assistance was provided by the Member States and the EUFFTR was not mobilised.

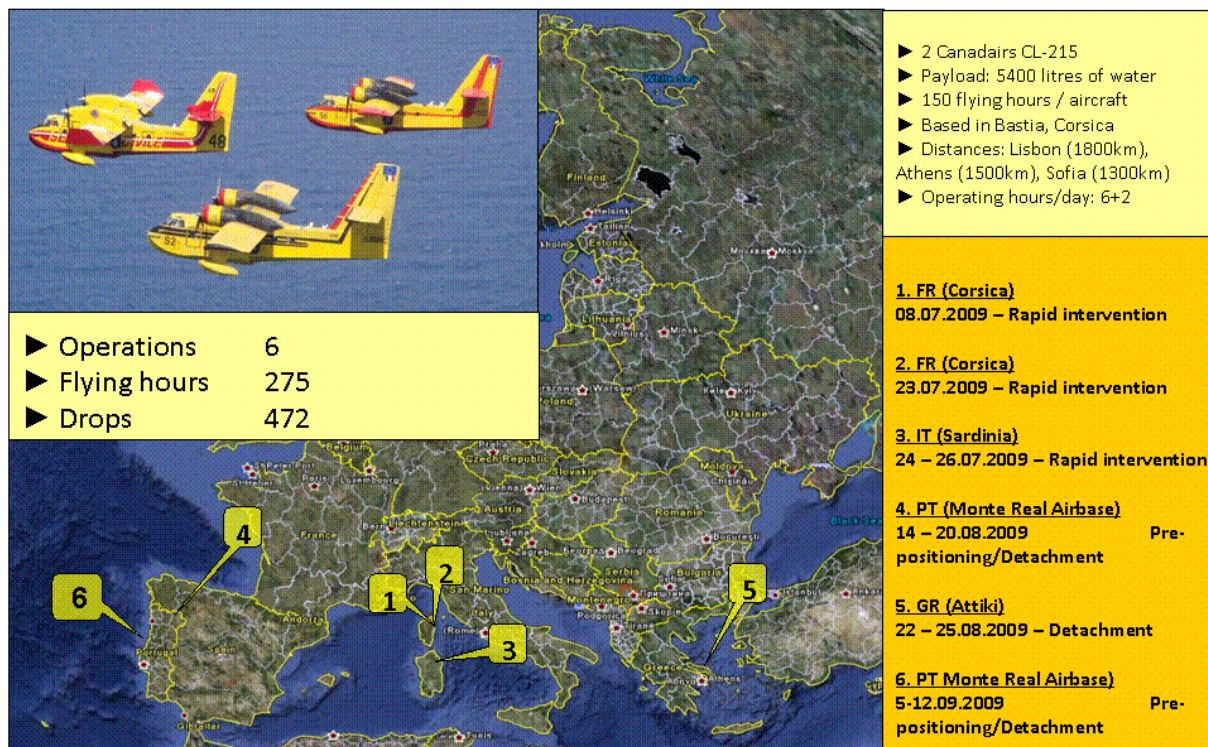
The EU Forest Fire-fighting Tactical Reserve

The option of developing complementary EU-level assets was tested through a pilot project establishing an EU Forest Fire-Fighting Tactical Reserve (EU FFTR) under the Preparatory Action on an EU Rapid Response Capacity. The EU FFTR consisted of two forest-fighting aircraft (Canadair CL-215 type) that were kept available at EU level to supplement Member States' forest fire-fighting capacities in case these were overwhelmed. The planes were available from 1 July to 30 September 2009, making successful interventions in 4 Member States (6 operations in total – see overview below). The project was implemented by France with the Commission/MIC deciding when and where the planes would be used.



EU Forest Fires Tactical Reserve – EUFFTR

Operational activity: 1 July – 30 September 2009



8.1.3. 2008 Preparatory Action on an EU Rapid Response Capability

In the EU budget of 2008, the EU Budgetary Authority earmarked an amount of € 4 million for a preparatory action on an EU rapid response capability, designed to respond immediately to critical needs arising from major disasters. It consisted of establishing dedicated civil protection modules that Member States make available for European civil protection interventions and/or additional complementary capacities made available by the Monitoring and Information Centre (MIC) of the EU Civil Protection Mechanism, through standing arrangements with other parties. By ensuring that key resources and essential equipment are on stand-by during relevant periods, in line with scenarios for responding to major disasters, the preparatory action aimed to enhance Europe's collective preparedness for major disasters.

Further to a call for proposals published in June 2008, 5 projects were approved and received funding for a total of € 3 million. The 5 co-funded projects were led by 5 different Member States (Estonia, Germany, France, Italy, and Czech Republic), with partners from 9 different Member States. The projects were implemented between 1 January 2009 and 31 December 2010 and were intended to test more specifically the deployment on site of rapid response capabilities in the field of civil protection.

The projects receiving EU funding are the following:

Title	Objective
Establishment of multinational flood response capability (BALTFLOODCOMBAT)^{47, 48} (led by the Estonian Rescue Board, Estonia)	Module: High capacity pumping consisting of joint national capacities of the 3 Baltic States (Estonia, Latvia, Lithuania) Total budget: € 818 939 EU contribution: € 655 151 (80%)
European Technical Assistance Cooperation (EUTAC)^{49, 50} (led by The Johanniter, Germany)	Module: Technical Assistance Support Team Associated Beneficiary: Cyprus Civil Defence (CY) Total budget: € 577 813 EU contribution: € 462 250 (80%)
EU Rapid Response Capability 7 (EURRC7)^{51, 52} (led by Ministère de l'Intérieur et de l'Aménagement du Territoire, France)	Module: High capacity pumping, water purification, heavy urban search and rescue, aerial forest fire fighting module using airplanes, advanced medical post, field hospital, chemical, biological, radiological and nuclear detection and sampling (CBRN), search and rescue in CBRN conditions, land forest fire fighting module. Associated beneficiaries: Direction Générale de la Sécurité Civile Belge (BE), Dirección General de Protección Civil y Emergencias (ES), General Secretary for Greek Civil Protection (EL), General Direction of Italian Civil Protection (IT), Autoridade Nacional de Protecção Civil (PT), Maltese Civil Protection Department (MT) Total budget: € 1 247 010 EU contribution: € 997 600 (80%)
Increase Capability of the Czech Urban Search and Rescue Team^{53, 54} (led by Ministry of Interior – General Directorate of the Fire and Rescue Service of the Czech Republic)	Module: Heavy Urban search and rescue consisting of national capacity Total budget: € 234 000 EU contribution: € 187 200 (80%)
PISARTE^{55, 56} (led by Gruppo di Chirurgia per Interventi di Protezione Civile, Italy)	Module: Advanced Medical Post with surgery, medium search and rescue. Total budget: € 967 968

⁴⁷ For a presentation of the project, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/BaltFloodCombat.pdf.

⁴⁸ For an update of the project by 23.09.2009, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/BFC%20Progress%20Report.pdf.

⁴⁹ For a presentation of the project, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/eutac.pdf.

⁵⁰ For an update of the project by 23.09.2009, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/EUTAC_project_update.pdf.

⁵¹ For a presentation of the project, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/EU%20RCC7.pdf.

⁵² For an update of the project by 23.09.2009, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/EU%20RCC7%20Progress%20Meeting.pdf.

⁵³ For a presentation of the project, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/CZ%20urban%20%20rescue%20team.pdf.

⁵⁴ For an update of the project by 23.09.2009, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/CZ_2009-09-23_Franci.pdf.

Overall in 2010 there were 5 deployments of European rapid response capabilities developed within the framework of this Preparatory action:

- The advanced medical post with surgery (PISARTE project) and the water purification module (EURRC7 project) were both deployed to the Haiti earthquake in January (with extensions for an additional period of 2 weeks).
- The high capacity pumping module (BALTFLOODCOMBAT project) was deployed to the floods in Poland in May 2010 and to the floods in Moldova in August 2010.
- The Technical Assistance and Support Team (EUTAC project) was deployed to support the experts of the assessment and coordination team in Haiti (cholera epidemic) in December 2010.

8.1.4. 2009 Preparatory Action on an EU Rapid Response Capability

In 2009, the Budgetary Authority reintroduced € 7.5 million by merging (1) the pilot project to step up cooperation between Member States on combating forest fires (EUFFTR) with (2) the Preparatory Action on an EU Rapid Response Capability designed to respond immediately to critical needs arising from major disasters. The aim of the 2009 preparatory action was to test innovative arrangements ensuring that key resources and essential equipment were made available during relevant periods of the year and deployed to respond to disasters in the framework of the EU Civil Protection Mechanism at the request of the Monitoring and Information Centre (MIC) of the European Commission. It covers any type of natural or man-made disaster.

Further to the publication of the call for proposals in June 2009, 7 projects were approved and are set to receive EU co-financing for a total funding of approximately € 6 million. The 7 projects were carried with the lead of 6 different Member States (Austria, Finland, France, Germany, The Netherlands and Sweden – the latter having two separate projects) and involved 12 associated beneficiary countries from across the EU. The projects are to be implemented between 1 January 2010 and 31 December 2011 and consist in the deployment of on-site dedicated civil protection modules composed of key resources and equipment. The objective was to test the deployment on site of rapid response capabilities in the field of civil protection.

The following projects were selected for EU funding:

Title	Objective
Cold Condition Module for the EU Mechanism (led by the Crisis Management Centre Finland)	Module(s): Medium USAR team able to work in winter conditions (-20 degrees) Associated beneficiaries: Sweden Total budget: € 1 414 726

⁵⁵ For a presentation of the project, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/pisarte.pdf.

⁵⁶ For an update of the project by 23.09.2009, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/Update%20Project%20PISARTE.pdf.

	EU contribution: € 1 131 781 (80%)
Emergency Temporary Shelter - Management System - EURETS (led by Arbeiter Samariter Bund Österreichs, Austria)	Module(s): Emergency temporary shelter management system Associated beneficiaries: Germany, Slovak Republic Total budget: € 374 128 EU contribution: € 299 302 (80%)
European rapid response capability in the field of water search and rescue (led by Veiligheidsregio Haaglanden, Netherlands)	Module(s): Marine search and rescue Associated beneficiaries: Czech Republic, United Kingdom Total budget: €1 599 147 EU contribution: € 1 279 297 (80%)
Action préparatoire pour une capacité de réaction rapide de l'Union Européenne (5 pays) Renforcement des capacités additionnelles de l'UE - EU ACR 5 (led by Ministère de l'Intérieur, Direction de la Sécurité civile, France)	Module(s): Ground forest fire fighting; CBRN; Search and rescue; High capacity pumping; Medical posts. Associated beneficiaries: Belgium, Greece, Spain, Portugal Total budget: € 1 013 224 EU contribution: € 810 579 (80%)
European Aerial Medical Evacuation Team - EURAMET (led by The Johanniter, Germany)	Module(s): Medical aerial evacuation Associated beneficiaries: Austria, Slovak Republic Total budget: € 667 642 EU contribution: € 534 114 (80%)
Emergency Temporary Shelter - A reinforced concept (led by Swedish Civil contingencies Agency, Sweden)	Module(s): Emergency temporary shelter Associated beneficiary: Germany Total budget: € 1 411 099 EU contribution: € 1 128 879 (80%)
European Flood response capacity (led by Swedish Civil contingencies Agency, Sweden)	Module(s): Flood containment module Associated beneficiary: Finland Total budget: € 889 886 EU contribution: € 711 909 (80%)

All projects are operational and ready for possible deployment in 2011.

8.1.5. 2010 Preparatory Action on an EU rapid Response capability

Even though this is not strictly speaking part of this evaluation, it may be useful to mention that the Budgetary Authority renewed in 2010, for the third and last year, the Preparatory Action on an EU Rapid Response Capability designed to respond immediately to critical needs arising from major disasters.

Further to a call for proposals published in March 2010, the following five projects have been approved and will be co-financed by the EU for a total funding of nearly 7 million Euros:

Title	Objective
EUFFTR 2010 (led by Ministère de l'Intérieur, Direction de la Sécurité civile, France)	Module: EU-level aerial forest fire fighting module
Development of Rapid Highly specialized Operative Units for structural evaluation of stability of buildings (led by Dipartimento della Protezione Civile, Italy)	Module: Seismic assessment and stabilisation module (new module)
Establishment of multinational flood response capability (Estonian Rescue Board together with civil protection authorities of Latvia and Lithuania)	Module: Enhancement of the high capacity pumping module financed under the preparatory action 2008 call.
Emergency Temporary Shelter – Camp support unit (led by Swedish Civil contingencies Agency, Sweden)	Module: Camp support unit - extension of emergency temporary shelter module financed under preparatory action 2009 call. Associated beneficiary: Germany
Cold Condition Module II for the EU Mechanism (led by the Crisis Management Centre Finland, Finland)	Module: Further upgrade of search and rescue module in cold conditions (extension and expansion of module financed under preparatory action 2009 call).

8.2. External evaluation

Details of the findings of the external evaluation are available in the external consultants report annexed to this report. The following text box presents highlights of the findings.

- The majority of the eSurvey respondents considered that the Preparatory Actions/Pilot Projects are relevant.
- 76% agree or tend to agree that the Preparatory Actions and Pilot Projects contribute to the development of additional capacity which otherwise might not have been developed. Only 14% disagree or tend to disagree.
- 90% of respondents agree or tend to agree that the Preparatory Actions/Pilot Projects contribute to more effective disaster response. Only 2% disagree or tend to disagree.
- 88% of respondents agree or tend to agree that the Preparatory Actions and the Pilot Projects complement existing capacities rather than duplicate. 10% disagree or tend to disagree.
- Interview findings are consistent with the above, and almost all interviewees considered the Preparatory Actions and Pilot Projects to be relevant.
- Some interviewees indicated that many modules have not yet been deployed. However, numbers from the Commission show that 7 out of 12 modules have been deployed between 1 and 3 times. It should be noted that some of the modules have

only become available very recently and others have been produced for very specific purposes.

Based on their findings, the external evaluators reached the following conclusions with respect to Preparatory Action and Pilot Projects:

* The Preparatory Action and Pilot Projects are seen to be relevant and helpful to innovation and testing approaches and new ways of working, thereby contributing to more adequate responses to disasters. There is significant demand to keep this facility after its expiry in 2010. However, it appears as though the Preparatory Actions have been largely limited to developing and testing (operational) modules for EU internal purposes with less emphasis placed on analysis and development of new mechanisms ('laws').

* The system has produced enhanced preparedness but it is difficult to prove that more effective disaster response is achieved. There are indications, however, that this might be the case. There are concerns that some Member States are applying for Preparatory Actions simply as a way of accessing (new) financing, rather than as a means of innovation. A further concern, or perception, on the part of a significant number of Member States is that this programme is a way of the EU to 'own' (for a defined period), and to have decision-making power over, the deployment of assets, thereby extending the central EU mandate 'through the back door'.

8.3. Conclusions on Pilot Projects and Preparatory Actions

A number of projects aiming to ensure the availability of response assets were co-financed by the EU through pilot projects and preparatory actions. These projects sought to test innovative governance arrangements on managing Participating States assets (mostly modules) put on standby for EU operations in a mutual understanding between the Commission and the Participating States concerned, as well as supplementary EU-level assets/services.

A significant number of Participating States' standby assets, as well as supplementary capacities/services have been deployed in actual emergencies in the framework of preparatory action and pilot projects with encouraging results, indicating that the models tested are viable. While the external evaluation concludes that it would seem too early to draw definitive conclusions from the limited number of deployments on whether a more effective EU disaster response has been achieved, it is acknowledged that these facilities have contributed to a more adequate EU response to disasters.

In the framework of the Preparatory Action on an EU Rapid Response Capability the Commission has co-financed around 20 projects with the participation of more than a half of all Participating States to develop standby arrangements for key resources. Through these projects a series of intervention assets (mostly modules, including search and rescue, water purification, medical teams, forest fire fighting, CBRN detection and decontamination, temporary shelter, technical assistance and support teams (TAST)) were put on standby for EU civil protection operations by Participating States. These assets have been tested in exercises and have been used in real-time operations (for instance, in response to Haiti earthquake and floods in Poland), effectively adding to the overall EU response. The mobilisation and deployment of these modules at the request of the Commission/MIC has been smooth. Some projects are still ongoing and will continue until mid-2012.

The full benefits of standby assets would materialise in a coherent system encompassing an adequate number of assets of various types, coupled with an advance planning (including reference scenarios and contingency plans). This could be done in particular by developing the European Emergency Response Capacity in the form of a pool of Member States' assets that are pre-committed on a voluntarily basis for EU disaster relief operations, as outlined in October 2010 Commission Communication (COM (2010) 600 final).

A pilot project on stepped-up cooperation between Participating States on combating forest fires (EU Forest Fire Tactical Reserve - EUFFTR) was initiated in 2008 with the aim to improve mobilisation of operational resources and emergency support to assist a Participating State in coping with forest fires too numerous and too intense to be handled by its own logistical capacity and manpower. The EUFFTR project consisted of two fire-fighting planes (Canadair CL-215) that were leased from the commercial market and available to fly 150 hours each during 1 July - 30 September 2009. The planes were a supplementary European resource designed to reinforce the overall EU fire-fighting capacity. They were available to assist EU Member States requesting aerial fire fighting assistance through the Civil Protection Mechanism.

The decision to deploy the EUFFTR was taken by the Commission after consultation on the forest fires situation with all the Southern Member States. Following the decision, the French Ministry of Interior (the project beneficiary) ensured the deployment of the planes, stationed in Bastia (Corsica). The EUFFTR intervened in six of the total of nine forest fire emergencies for which the Mechanism was activated in 2009: twice in France-Corsica and Portugal, once in Italy, and once in Greece. In the remaining three Mechanism activations (Albania, Greece and Portugal) sufficient and timely assistance was provided by the Member States and the EUFFTR was not mobilised.

In accordance to the external evaluation, the complementarity of the actions is more difficult to assess. Would some of the actions have been carried out without the co-funding provided from the EU level? The eSurvey is indicating rather clearly that complementarity was fully achieved (80% versus 10% of respondents, see above). However, it is noted that some of the results may also be biased to a certain extent as the beneficiaries of the co-financed projects constituted a large part in the group of respondents. The evaluators collected concerns that the funding of pilot projects or preparatory actions is not fully complementary but rather gap-filler of incomplete prevention/preparedness activity in a country or region. Furthermore, the interviewees raised some concern that there might be some type of 'unintended disincentive' whereby some Participating State rely on assistance through the Mechanism instead of making the investments themselves (e.g. for preventive measures). An objective evaluation would have to rely on a counterfactual baseline scenario describing what would have happened without EU co-financing. In the specific context of the various Participating States, such an analysis is difficult to make and will produce only uncertain results.

Given these difficulties, the Commission is not in a position to fully ascertain complementarity or lack thereof. As concerns the possible "crowding-out" or replacement of national prevention measures, such a judgement would need to refer to an assumed minimum standard of what level of prevention would be appropriate, an area of work were studies are ongoing.

It may be discussed in an evaluation whether any of the results, in particular the achieved enhanced rapid response capability could have been achieved at lower costs. With the data currently at its disposal, the Commission cannot come to definitive conclusions on the cost-

effectiveness of the approach. This being said, a number of eSurvey respondents and interviewees in the external evaluation pointed out a need to more control and evaluation.

The Commission concludes that the development of concept of civil protection modules, preparatory actions and pilot projects have elevated Europe to a higher level of preparedness. Any major disaster will be met with an enhanced rapid response capability and thus help to save lives, protect property and the environment in Europe, as well as outside. However, it is also clear that the benefits of this enhanced preparedness will need to be preserved in the medium and longer term by maintaining and developing the modules in operation. The Commission notes in this respect that the evaluators found a strong interest from almost all respondents in maintaining the system of preparatory actions after its expiry in 2010 (20 say yes out of 25 responses).

9. TRANSPORT ASSISTANCE PROVISIONS

It is the responsibility of the Participating States to provide equipment and transport for the civil protection assistance they offer in the framework of the Mechanism. Both the Civil Protection Mechanism Recast and the Civil Protection Financial Instrument acknowledge, however, that the availability of adequate means of transport needed to be improved to support the development of a rapid response capability for the whole of the EU. The Commission was recognised as having the role of supporting and complementing the efforts of Participating States by facilitating the pooling of transport resources of Participating States and contributing, where necessary, to the financing of additional means of transport.

More specifically, the Commission was tasked to:

(a) support Participating States in obtaining access to transport resources by: (i) providing and sharing information on transport resources that can be made available by the Participating States, with a view to facilitating the pooling of such transport resources; (ii) assisting Participating States to identify, and facilitating their access to, transport resources that may be available from other sources, including the commercial market; (iii) assisting Participating States to identify equipment that may be available from other sources including the commercial market;

(b) complementing the transport provided by Participating States by providing additional transport resources necessary for ensuring a rapid response to major emergencies. Such actions shall be eligible for financial assistance under the Instrument only if the following criteria are met: (i) the additional transport resources are necessary for ensuring the effectiveness of the civil protection response under the Mechanism; (ii) all other possibilities for finding transport under the Mechanism, including point (b), have been exhausted; (iii) the assistance to be transported: - has been offered to and accepted by a requesting country under the Mechanism, - is necessary to meet vital needs arising from the emergency, - complements the assistance provided by the Participating States, - complements, for emergencies in third countries, the overall EU humanitarian response, where present.

The necessary rules for the implementation of the provisions on transport were adopted by the Commission, in close consultation with the Participating States, on 8 August 2007⁵⁷.

A maximum of € 90 million can be used for transport under the Civil Protection Financial Instrument over the period 2007 to 2013. The total of CPFI co-financing used since the start of the transport provisions up to the end of 2010 amounts to around € 7.5 million, with 2010 and 2011 showing a marked increase in the number of requests for pooling and financial assistance. In 2007, there was one request for transport financing of a total value of around € 0.03 million; the total value of the transport co-financing during 2008 and 2009 stayed at around € 0.4 million yearly; and in 2010, it reached around € 6.6 million (for 55 requests).

The Commission is contributing either through: (1) the award of direct grants to the Participating States (all transport means are eligible: civilian or military assets as appropriate provided that the relevant international/UN guidelines are fully complied with⁵⁸) or (2) through using the service of a transport contractor (« broker ») to lease transport assets.

The Participating State requesting financial support has to reimburse at least 50% of the EU funds received within 6 months of the intervention.

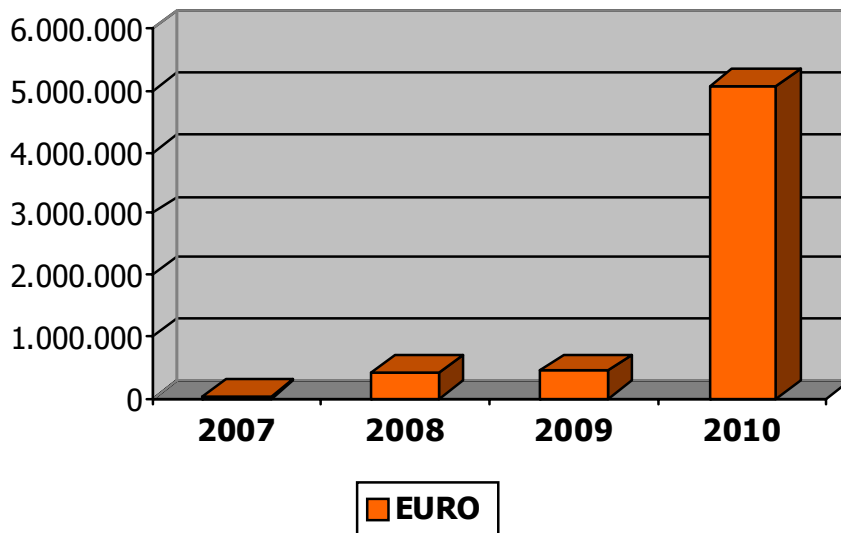
Further to a public call for tender, a framework contract was signed with Kühne & Nagel (also referred to as the "broker"). Since December 2008, the transport broker has been offering a 24/7 worldwide assistance to the Commission without any stand-by costs for the periods during which the framework-contract is not activated by the Commission. When directed to do so by the Commission (which itself would act upon request of a Participating State), the broker is expected to offer within a maximum of 6 hours 3 options for adequate transport assistance. A small percentage fee is to be paid on each operation selected by the Participating State making use of the transport solution identified by the broker.

9.1. Transport operations 2007-2009

Some information is given below about the use of the transport provisions during the period under review as well as in the early months of 2010, as illustrative developments of relevance occurred then on the occasion of major emergencies affecting Albania (floods) and, above all, Haiti and Chile struck by earthquakes in January and February 2010 respectively, but without including the extensive transport operations carried out for the Pakistan floods.

⁵⁷ Commission Decision 2007/606/EC, Euratom of 8 August 2007 laying down rules for the implementation of the provisions on transport in Council Decision 2007/162/EC, Euratom establishing a Civil Protection Financial Instrument (OJ L 241, 14.9.2007, p. 17).

⁵⁸ In particular the so-called 'Oslo' and 'MCDA' guidelines.



- 2007: IT (Albania forest fires) - € 30.418: 2 fire fighting planes.
- 2008:
 - FR (Georgia) - € 124.420: fire protection equipment and part of SK and AT assistance.
 - SE (India) - € 300.000: MEDEVAC aircraft.
- 2009:
 - AT (Moldova) - € 35.500: heating units, generators, blankets.
 - AT (Tajikistan) - € 23.134: tents.
 - SK (Tajikistan) - € 23.134: tents, power generators, medicines.
 - AT (Ukraine) - € 68.000: protective masks, gloves, disinfectants.
 - SE (Indonesia) - € 285.200: TAST module (DK base camp and communication experts from SE, FI, EE).
- 2010:
 - Haiti:
 - 12 Participating States requesting transport assistance.
 - Total amount of EU pre-financing for transport amounted to € 4,370,086; 18 grants and one Transport Service(EC broker) provided to 8 Participating States.
 - 1st time – use of the EC broker: to transport part of the SE assistance for the base-camp.
 - Some free transport resources were made available through NATO-EADRCC.

- Support given to transport of a large amount of assistance in particular in early stage of emergency: USAR /base camp/ field hospital, large number of tents, water purification units, medical units, TAST, generators, communication equipment, other relief items.

– Chile:

- 6 Participating States requesting transport assistance.
- Total amount of EU pre-financing for transport amounted to € 666.230; 10 grants for 6 Participating States.
- 1st time – use of the sea lift transport of bridges SE assistance and IT and BG (pooling).
- Cost effective options for transporting tents offered by AT from their original location (Pakistan) to Chile.

In 2010, financial assistance was granted to Austria (10 times), Italy (8 times), France (12 times), UK (3 times), Sweden (12 times), Denmark (twice), Bulgaria (twice), Belgium (twice), Hungary (once), Slovak Republic (once), Slovenia (once) and Iceland (once) for a total of more than € 6 400 000⁵⁹.

In the period under review, the broker contract was used once for a real operation (see below); two other broker procedures were engaged but were not completed (as the assistance was not needed any more).

9.2. External evaluation

Details of the findings of the external evaluation are available in the external consultants report annexed to this report. The following text box presents highlights of the findings.

- The Provisions, and in particular the grant scheme, is supported by most interviewees. The extent to which it is used vary substantially
- 40% of respondents indicate that the Provisions have a decisive impact whereas slightly fewer (some 30%) say that this is not the case.
- Responses point to that the Provisions have closed a financial gap and a transport availability gap.
- More than 40% of eSurvey respondents disagree/tends to disagree with a statement that points to a simple, transparent, smooth and uncomplicated process and seven out of 11 interviews with national focal points pointed in the same direction.

⁵⁹ This amount corresponds to the funds disbursed from the EUU budget to support transport operations. It is to be recalled that those Participating States that have benefitted from transport financial assistance are required to reimburse part of the grant within 6 months of the operation taking place (the maximum EU co-financing rate being 50%).

- Diverging views on whether the current level of compensation is sufficient or should be increased.
- Concerns raised by individual interviewees that a significant level of "self financing" provides an incentive to really prioritise what to send; to decide on whether local or nearby purchases are relevant alternatives and that the transport costs provides an incentive to ensure that what is sent matches the needs.

Based on their findings, the external evaluators reached the following conclusions with respect to transport:

* The transport provisions have contributed to an overall improvement in the delivery of assistance items and led to more effective disaster response. The provisions also provide a valuable contribution in allowing for the presence and visibility of all Member States in international disaster situations. Coordination in the area of provision of transport assets has improved among Member States. The Transport Provisions appear to have also closed a critical gap in response and provided for more positive and effective responses to requests, particularly in terms of financing.

* The broker mechanism was not utilised much in the evaluation period. The procedures for use of the transport provision are complicated, and the documentation requirements are considered to be excessive and appear to represent a barrier to take-up. Nonetheless, the transport provisions are appreciated by many, as is the approach taken by the Commission staff to facilitate up-take through for example, training, templates and active assistance.

* The current compensation rate (50%) was much debated in this evaluation. While some argue it should be increased, there are important concerns to take into consideration including 1) making sure that pooling opportunities are utilised as much as possible, and 2) making sure that there is sufficient incentive to ensure cost-effective assistance (delivering what is really needed and flying in only what cannot be purchased locally). That being said, the recent large-scale disasters of 2010 (Haiti and Pakistan) appear to have invoked a heavy demand on the compensation mechanism.

* There may be a risk that the transport provisions reduce the attention of individual Member States with regard to ensuring that assistance really meets needs, and that assistance is provided as cost-effectively as possible taking into account also the opportunities of undertaking purchases on site or nearby.

* Although coordination within Member States has been improved through the development of the Transport Provision, there has been less improvement in regular coordination and collaboration with NATO's Movement Coordination Centre.

9.3. Conclusions on transport provisions

The transport provisions have been in place since 2007, and they were implemented in order to address an observed transport deficit. The Commission is contributing either through: (1) the award of direct grants to the Participating States (all transport means are eligible: civilian or military assets as appropriate provided that the relevant international/UN guidelines are fully complied with) or (2) through using the service of a transport contractor ("broker") to lease transport assets. A maximum of € 90 million can be used for transport under the Civil Protection Financial Instrument over the period 2007 to 2013. The Participating State

requesting financial support has to reimburse at least 50% of the EU funds received within 6 months of the intervention.

It took some time before full use could be made of the transport provision by Participating States. The total of CPFI co-financing used since the start of the transport provisions up to the end of 2010 amounts to around € 7.5 million, with 2010 and 2011 showing a marked increase in the number of requests for pooling and financial assistance.

The evaluation found that the transport provisions have contributed to an overall improvement in the delivery of assistance and led to a more effective disaster response. The transport provisions also provide a valuable contribution in allowing for the presence and visibility of all Participating States in international disaster situations. Overall the transport arrangements have proved to be useful both in terms of supporting Participating States in pooling and sharing their transport assets and enabling additional offers through tackling the transport deficit problem (either through transport services provided by the "broker" or through financial assistance). In the eSurvey, 40% of the interviewees indicated that the transport provisions have a decisive impact on the decision of offering assistance.

The procedures put in place to manage the financial assistance through direct grants awarded to Participating States proved to be useful by contributing to closing an important gap. At the same time it is universally acknowledged that the procedures are complicated and burdensome and should be streamlined, and more flexibility needs to be added.

Important considerations arising from the evaluation lead to the need for further investigating different levels of co-financing transport operations, depending on the urgency or priority of delivery for certain relief resources, as well as improving the access to transport assets/options.

10. COOPERATION PROJECTS FINANCED UNDER THE CIVIL PROTECTION FINANCIAL INSTRUMENT

10.1. Cooperation projects on prevention and preparedness - operations 2007-2009

Actions aimed at awareness-raising and closer cooperation of countries in civil protection may request financial assistance under the CPFI. A call for proposals is published on a yearly basis and is open to all (private and public) legal persons established in the Participating States. One of the eligibility criteria is that the projects must be designed and implemented by transnational partnership involving more than one country. Each year priorities in prevention and preparedness are defined and objectives of the calls are set accordingly.

Pursuant to that provision, several prevention and preparedness projects were selected further to annual calls for proposals in 2007⁶⁰, 2008⁶¹ and 2009⁶². In 2007 the call covered prevention and other actions and from 2008 on the call was split into two sections, 'prevention' and 'preparedness', each with its own objectives and allocated budget.

⁶⁰ See http://ec.europa.eu/echo/civil_protection/civil/prote/cp03_2007_en.htm and http://ec.europa.eu/echo/civil_protection/civil/pdfdocs/call_2007/grant_prevention_2007.pdf.

⁶¹ See http://ec.europa.eu/echo/civil_protection/civil/prote/call_prep_2008.htm and http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/call_2008/grant_guide_coop.pdf.

⁶² See http://ec.europa.eu/echo/civil_protection/civil/prote/call_prep_2009.htm and http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/call_2009/grant_guide.pdf.

10.1.1. 2007 call for proposals⁶³

Title	Objective
Artemis ⁶⁴ (led by National Technical University of Athens, Greece)	Develop international linkages between the risk management centres/agencies, for an improved and effective preparedness phase in forest fire management. EU Contribution: € 437738 Financing rate: 75%
Municipal Response ⁶⁵ (led by Nordic Centre for Spatial Development - NORDREGIO, Sweden)	Survey and investigate the local level responses to climate change in Sweden, Finland, Germany, Italy, Lithuania and Denmark, especially in flood prone municipalities (both inland water and coastal), in order to identify the main perceived challenges and the current best practices. EU Contribution: € 328700 Financing rate: 74,7 %
Informed Prepared Together ⁶⁶ (led by Red Cross/EU Office, Belgium)	Maximise the impact of a cluster of completed European civil protection projects that focus on civil protection assistance. Questions addressed: added value of utilising all available resources in a country, including citizens, volunteers, voluntary and statutory organisations, to build and improve national and community resilience in civil protection. EU Contribution: € 318019 Financing rate: 75 %
ProMyLife ⁶⁷ (led by Development Enterprise of Achaia Prefecture, Greece)	Improve the preparedness of the public and in particular of vulnerable groups (elderly, children, disadvantaged people etc.) in emergencies in 4 areas: floods, forest fires, heat waves and heavy snowfalls. EU Contribution: € 204198 Financing rate: 75%
FOSEPOGA ⁶⁸ (led by Dirección General de Protección Civil, Xunta de Galicia , Spain)	Train professional and volunteer fire fighters, members of civil protection local services, and civil protection volunteer groups in techniques for identifying risks and ensuring a coordinated and effective risk management for common emergencies caused by natural disasters (forest fires, floods) in the cross-border regions between Northern Portugal and Galicia (Spain).

⁶³ OJ C 94/115 of 28.4.2007; see <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2007:094:0115:0115:EN:PDF>.

⁶⁴ For a presentation of the project, see: http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/calls_2007_projects/artemis.pdf; final report of the project available at: http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/artemis_final_report.pdf.

⁶⁵ For a presentation of the project, see: http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/calls_2007_projects/mresponses.pdf; final report of the project available at: http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/Municipal_Response_by_Nordregio.pdf.

⁶⁶ For a presentation of the project, see: http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/calls_2007_projects/informed.pdf; final report of the project available at: http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/Informed_Prepared_Together_by_EU_Red_Cross.pdf

⁶⁷ For a presentation of the project, see: http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/calls_2007_projects/promylife.pdf; final report of the project available at: http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/ProMyLife_finalreport.pdf; guidelines "How to better protect my life in case of emergencies" are available at: http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/ProMyLife_guidelines.pdf.

	EU Contribution: € 94125 Financing rate: 75%
VACPE ⁶⁹ (led by Danish Civil Protection League, Denmark)	Foster European cooperation between voluntary civil protection organisations and encourage all Member States to pursue this goal through information and promotion activities. EU Contribution: € 86482 Financing rate: 73,9%

All projects from the 2007 call are completed and produced a number of useful guidelines, e.g. for flood-prone municipalities⁷⁰, on how to engage citizens and communities to work together in civil protection and to build their resilience⁷¹, guidelines to citizens on “How to better protect my life in major emergencies”⁷², as well as a number of conferences and published reports.

10.1.2. 2008 call for proposals⁷³

1. PREPAREDNESS PROJECTS

Title /Beneficiary	Objective
Civil Protection against Chemical Releases in Rivers (CIVILARCH) ⁷⁴ Region of East Macedonia and Thrace ⁷⁵	Enhance preparedness and effectiveness of the civil protection modules responding to emergencies caused by accidental pollution of river waters from chemical releases EU Contribution: € 450000 Financing rate: 75%
Self-protection with children in Community (Children self protection) ⁷⁶ French Red Cross ⁷⁷	Promote solidarity values within the community and the collective construction of self protection knowledge, based on children reassurance in their environment. The originality relies on intergenerational exchanges between the youngest and the ageing population. EU Contribution: € 296657 Financing rate: 70.5%

⁶⁸ For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/calls_2007_projects/fosepoga.pdf; final report of the project available at:

⁶⁹ http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/fosepoga_final_report.pdf.

For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/calls_2007_projects/vacpe.pdf; final report of the project available at:

⁷⁰ http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/calls_2007_projects/report_vacpe.pdf.

The 'Climate Change Emergencies and European Municipalities – Guidelines for Adaptation and Response' are available at: <http://www.nordregio.se/munires/>.

⁷¹ The family of products and resources includes: strategic principles and practical guidance for governments and organisations on the human aspects of emergencies and disasters; games and puzzles for children; attractive booklets and leaflets; a calendar and cards providing useful tips and advice to involve citizens; and the www.informedprepared.eu website with its online resource library. All the products can be found on and downloaded from the www.informedprepared.eu website.

⁷² http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/ProMyLife_guidelines.pdf.

⁷³ OJ C 65 of 11 March 2008.

⁷⁴ For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/civilarch.pdf.

⁷⁵ www.remth.gr.

Teaming up for Civil Protection (Team CP)⁷⁸ Austrian Red Cross ⁷⁹	Provide public information, education and awareness raising and associated dissemination actions, to minimise the effects of emergencies on EU citizens and to help EU citizens to protect themselves more effectively. EU Contribution: € 361965 Financing rate: 75%
Reception, Evacuation & Forwarding Centre for EU Citizens in Emergency (REF Centre for EU Citizens)⁸⁰ THW ⁸¹	Establish and operate a "Reception, Evacuation and Forwarding Centre for EU citizens" for evacuation or repatriation operations following disasters or complex emergencies. The REF Centre will serve as information platform combining human resources from EU Coordination Experts and Technical Assistance and Support Team (TAST) and it should have a capacity of up to 2000 persons per day with special emphasis on integrating vulnerable groups such as elderly and handicapped people. EU Contribution: € 238206 Financing rate: 75%
Analysis of Law in the EU pertaining to Cross Border Disaster Relief (IDRL Study)⁸² International Federation of Red Cross and Red Cross/ Crescent Societies ⁸³	Improve the operating conditions of the human and technical resources of civil protection professionals and volunteers (as well as those of other major aid providers, such as the International Red Cross and Red Crescent Movement, the UN and NGOs) by promoting well-prepared legal and regulatory frameworks in the EU and its member states for facilitating cross-border disaster assistance. EU Contribution: € 230476 Financing rate: 74.3%

2. PREVENTION PROJECTS

Linking Civil Protection and planning by agreement on objectives (INCA)⁸⁴ Consiglio Nazionale delle Ricerche (CNR) ⁸⁵	Integrate the response-preparedness-prevention-remediation chain to bridge special, functional and operational gaps and divergence in approach, competence and perspective between civil protection, spatial planning and other administrations in charge of prevention by a collaborative process with concrete results to make measures and actions of risk prevention and mitigation efficient, effective, strategically aligned and sustainable. EU Contribution: € 467077 Financing rate: 75%
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⁷⁶ For a presentation of the project, see:
⁷⁷ http://ec.europa.eu/echo/civil_protection/civil/prote/pdffdocs/french_red_cross.pdf.
⁷⁸ www.croix-rouge.fr.

⁷⁹ For a presentation of the project, see:
⁸⁰ http://ec.europa.eu/echo/civil_protection/civil/prote/pdffdocs/team_up.pdf.
⁸¹ www.rotekreuz.at.

⁸² For a presentation of the project, see:
⁸³ http://ec.europa.eu/echo/civil_protection/civil/prote/pdffdocs/thw2.pdf.
⁸⁴ www.thw.de.

⁸⁵ For a presentation of the project, see:
⁸⁶ http://ec.europa.eu/echo/civil_protection/civil/prote/pdffdocs/idrl.pdf.
⁸⁷ www.ifrc.org/idrl.

⁸⁸ For a presentation of the project, see:
⁸⁹ http://ec.europa.eu/echo/civil_protection/civil/prote/pdffdocs/inca.pdf.
⁹⁰ www.irpps.cnr.it.

Accidental, Natural and Social Fire Risk (ANSFR)⁸⁶ Northumberland Fire and Rescue Service ⁸⁷	Reduce the financial and human cost of fires through effective risk assessment and management. This will be achieved by developing innovative tools and techniques for European Fire and Rescue Services. These collaboratively developed tools will help identify risks and enable Fire Services to be better prepared to prevent and reduce the contributory factors that can lead to high levels of fire risk in European communities. EU Contribution: € 322038 Financing rate: 74.4%
National Risk Prevention in Mediterranean Countries (NARPIMED)⁸⁸ Regione Molise - Servizio Protezione Civile ⁸⁹	Define a "shared methodology" for a realisation of a trans-national framework for closer collaboration in the civil protection field among the associated beneficiaries, contributing therefore, to implement the EU action for civil protection. EU Contribution: € 257593 Financing rate: 75%

10.1.3. 2009 Call for proposals⁹⁰

1. PREPAREDNESS PROJECTS

Title /Beneficiary	Objective
METEOALARM – Extended Features⁹¹ Zentralanstalt für Meteorologie und Geodynamik (AT) ⁹² Partners : NL + FI	Evolution and development of the current ‘METEOALARM’ system ⁹³ towards a more comprehensive multi-hazard system including following new features: • Extension of the forecast period to 5 days (from 2) • Further development of Flood and Rain Warnings • Warnings for coastal sea areas and avalanches EU Contribution: € 227775 Financing rate: 75%
Strengthening European CP mechanism through cross border Water Purification Module (XH2O)⁹⁴ Austrian Red Cross ⁹⁵ Partners : Red Cross HR + SI	Establish a multinational cross border Water Purification Module mobile unit, to produce 225.000 litres of drinking water per day, including field laboratory and storage capacity. The project XH2O involves theoretical and training activities to guarantee readiness of personnel to be deployed in the framework of the EU Civil Protection Mechanism and the creation of a fully functional web-based HR database and SOPs.

⁸⁶ For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/ansfr.pdf.

⁸⁷ www.northumberland.gov.uk/fire/.

⁸⁸ For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/narpimed.pdf.

⁸⁹ www.regione.molise.it.

⁹⁰ OJ C 57 of 11 March 2009.

⁹¹ For a presentation of the project, see:
http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/1_pres_meteoalarm.pdf.

⁹² <http://www.zamg.ac.at/>.

⁹³ www.meteoalarm.eu.

	EU Contribution: € 240789 Financing rate: 75%
Minimizing Forest Fires Risks for Tourists (MIRTO)⁹⁶ AMBIENTE ITALIA s.r.l.⁹⁷ Partners : IT + FR + GR + HR	Raise tourists' awareness towards forest fire risks and improve their capacity to cope with emergency situations. The project MIRTO will lead an Information campaign during the summer 2010, broadcasting an information video on ferry boats to Mediterranean islands and distributing 2 handbooks to tourists on camp sites and holiday house occupants during summer. EU Contribution: € 306561 Financing rate: 75%
Preparation for threats to environments in Arctic Regions (PRETEAR)⁹⁸ The Norwegian Fire Protection Training Institute⁹⁹ Partners : NO + ES + IS + SE	Conduct an early investigation to identify probability of accidents to the fragile coastal ecosystem in the Northern Regions from activities on exploration, production and transportation of oil and gas and from the subsequently increased maritime transport. The study will identify possible gaps in training needs and focus on cross border issues, improving the effectiveness of emergency response. EU Contribution: € 456843 Financing rate: 75%
Improvement of the population's post-disaster behaviour in urban areas with high seismic risk (SAFE-QUAKE)¹⁰⁰ General Inspectorate for Emergency Situations (GIES), RO¹⁰¹ Partners : BG + HR	Raise the rate of survival after an earthquake by acquiring a clear picture on population preparedness and rescue teams expectations on the post earthquake basic behaviour and the elaboration of set of basic rules to be followed by the population in case of earthquake until the arrival of rescue teams. A comprehensive and qualitative brochure based on the recommendations of the experts will be produced for distribution to the Civil Protection National Authorities, the population and target groups. EU Contribution: € 295000 Financing rate: 70.2%
Underground programmes education/training/exercise (UP-SAFETY)¹⁰² Province of Zeeland, NL¹⁰³ Partners : BE + DE + NL + ES + RO	Improve safety in underground facilities taking a jointly developed multidisciplinary approach. In order to improve the effectiveness of civil protection organisations in underground scenarios, the project UP-SAFETY¹⁰⁴ will develop Education-Training-Exercise (ETE) programme for tunnels and bring them into practice, involving experts from all over Europe, thus creating a new network of

⁹⁴ For a presentation of the project, see:
⁹⁵ http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/2_pres_xh20.pdf.
⁹⁶ www.rotekreuz.at

⁹⁷ For a presentation of the project, see:
⁹⁸ http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/3_mirto.pdf.
⁹⁹ www.ambienteitalia.it.

¹⁰⁰ For a presentation of the project, see:
¹⁰¹ http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/4_pretear_artic.pdf.
¹⁰² www.nbsk.no.

¹⁰³ For a presentation of the project, see:
¹⁰⁴ http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/5_safequake.pdf.
¹⁰⁵ www.igsu.ro.

	specialists in safety in underground infrastructure. EU Contribution: € 534873 Financing rate: 64.1%
Enhanced cross border civil protection operational cooperation in the northern part of Europe¹⁰⁵ The Swedish Civil Contingencies Agency¹⁰⁶ Partners : DK + NO + FI	Propose an enhanced conceptual framework for cross-border operational civil protection cooperation that can ensure efficient direct response to natural and man-made disasters in the northern parts of Europe. The project will identify activities to develop and implement in the region routines on how to receive and give assistance, a table-top exercise and an action programme including training and exercises. EU Contribution: € 410064 Financing rate: 75%

2. PREVENTION PROJECTS

European Guidelines for target group oriented psychosocial aftercare-Implementation (EUTOPA-IP)¹⁰⁷ Stadt Köln¹⁰⁸ Partners : DE + NL + ES + CZ	Produce a Manual of TGIP-Rehabilitation adapted to the International Classification of Functioning, Disability and Health (ICF), which will serve as a framework for Disability Management for stress response syndromes, including recommendations on return-to-work programmes for disability management. To implement the EUTOPA knowledge, various training sessions will be organised for the fire brigade, social workers and mental health professionals in Germany, Spain and the Czech Republic. EU Contribution: € 295351 Financing rate: 75%
Prevention, Analysis and Tools for Cultural Heritage (PATCH)¹⁰⁹ Centro Studi e Formazione, Villa Montesca¹¹⁰ Partners : GR + CY + ES	The PATCH project studies the impact of earthquake disasters on cultural heritage with the aim to elaborate Guidelines containing minimal procedures addressed to Cultural Heritage and Civil Protection operators and testing and implementing them in pilot sites (museums, libraries, cultural institutions, etc.) EU Contribution: € 426792 Financing rate: 75%

¹⁰² For a presentation of the project, see:
¹⁰³ http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/6_zeeland.pdf.
¹⁰⁴ <http://www.zeeland.nl/>.

¹⁰⁵ www.upsafety.eu.
¹⁰⁶ For a presentation of the project, see:
¹⁰⁷ http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/7_eu_crossborder.pdf.
¹⁰⁸ www.msbmyndigheten.se.

¹⁰⁹ For a presentation of the project, see:
¹¹⁰ http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/8_eutopa.pdf.
¹¹⁰ <http://www.stadt-koeln.de/7/europa/>.

¹¹⁰ For a presentation of the project, see:
¹¹⁰ http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/9_patch.pdf.
¹¹⁰ www.montesca.it.

Mapping seismic Vulnerability and Risk of Cities (MASSIVE)¹¹¹ National Observatory of Athens ¹¹² Partners : GR + IT	Establish a Database for Earthquake related information layers for the Greek Pilot area. MASSIVE will design and develop : (1) a model for calculation of seismic hazard, vulnerability and risk for the pilot areas, (2) scenarios for earthquake occurrence based on the knowledge on areas seismicity and (3) a population evacuation model for the selected areas. EU Contribution: € 474348 Financing rate: 75%
Knowledge management for the protection of critical infrastructures (EUKRITIS)¹¹³ Ministry of Interior of the federal state Brandenburg ¹¹⁴ Partners : DE + PL	The research project EUKRITIS focuses on the challenges concerning the protection of critical infrastructure. Create an online portal for cooperation of stakeholders. The portal will enable the professionals' exchange of protection plans, best practises and tools. EU Contribution: € 231802 Financing rate: 74.9%
A Stakeholders' linking framework for flood management (FLINKMAN)¹¹⁵ Region of Central Macedonia ¹¹⁶ Partners : GR+NL+DE+FR	Develop the appropriate framework promoting the stakeholders engagement through the preparation phase of a flood management plan in order to ensure their consistent and effective linking into each stage of the flood prevention-preparedness-response-remediation chain. The FLINKMAN project intends to establish support tools based on Information Society applications, upgrade the existing civil protection modules and promote the transnational cooperation with competent bodies all over Europe. EU Contribution: € 412312.50 Financing rate: 75%

10.2. Financial indicators for cooperation projects

From a financial management perspective, it is noted that the number of EU co-financed project compared to number of projects submitted but not selected is on average 21% for the period 2007-2009 (26 selected out of 123 submitted). However, as shown in the following table this percentage has varied considerably over the years and project type:

Years/type	projects co-financed	projects submitted	projects co-financed/ submitted (%)
2007	6	48	13
In 2007 projects were not distinguished between prevention and preparedness			
2008	8	18	44

¹¹¹ For a presentation of the project, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/10_massive.pdf.

¹¹² www.space.noa.gr.

¹¹³ For a presentation of the project, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/11_eukritis.pdf.

¹¹⁴ www.mi.brandenburg.de.

¹¹⁵ For a presentation of the project, see:

http://ec.europa.eu/echo/civil_protection/civil/prote/pdfdocs/12_flinkman.pdf.

¹¹⁶ www.rcm.gr.

preparedness	5	6	83
prevention	3	12	25
2009	12	31	39
preparedness	7	18	39
prevention	5	13	38

The evolution of the EU co-financing rate is presented in the following table.

Years/type	average EU co-financing (%)	EU co-financing (€)	national co-financing (€)
2007	75	1 469 262	493 105
2008	74	2 624 012	674 371
preparedness	74	1 577 304	557 072
prevention	75	1 046 708	325 643
2009	74	4 388 435	1 582 073
preparedness	72	2 547 830	973 988
prevention	75	1 840 605	608 085

In year 2007 the number of submitted proposals was very high but very many of them were not eligible. In the following years 2008 and 2009 the number of submitted proposals was lower than in 2007, but a higher percentage of proposals were selected for co-financing.

The Commission always received enough proposals to select good proposals to spend the allocated budget for prevention and preparedness calls.

10.3. Conclusions on prevention and preparedness cooperation projects

The Commission has carried out its evaluation of this segment without the help of the external evaluation. The consultants were not tasked to evaluate the cooperation projects on prevention and preparedness, mainly because the eSurvey and interview methodology would not have been appropriate for this purpose, as the individual results are not known in detail to a wider group of people.

Cooperation projects co-financed by the Civil Protection Financial Instrument in the field of prevention and preparedness would seem to have reached their intended objectives. The completed projects of the 2007 call resulted in a number of interesting guidelines, conferences and reports. In the interest of transparency the final reports are published and the individual merits of each project have been acknowledged by the Commission with the acceptance of the final reports. An increase over the years of the number of proposals and number of projects receiving financial support can also be noted, which tends to suggest that there are needs to be met. Certainly, many of the projects cannot be assessed with simple financial indicators, much like research and development projects in general. Still, each of the projects is considered a useful addition to European prevention and preparedness efforts, which may suddenly have to count on the developed projects in the case of a major emergency.

The Commission concludes that the prevention and preparedness projects have contributed significantly to a number of improvements in the EU civil protection and disaster management system and the funding possibility should be maintained also in the future.

The question is, however, whether an addition of individual ad-hoc projects whose actual objectives, intended beneficiaries and deliverables are very diverse, can sufficiently contribute to achieving the underlying policy objectives if there is no overall policy framework which could be used for benchmarking purposes. Giving financial support to a selection of unrelated projects on the basis of successive annual calls for proposals is most likely not an adequate substitute to a policy framework.

The situation differs slightly in the area of preparedness as the Mechanism deals to a large extent with this issue. However, the question of a overall policy framework is still relevant insofar as the Mechanism focuses on civil protection actors strictly speaking, while preparedness under the Civil Protection Financial Instrument also considers other beneficiaries, such as the public at large and general preparedness and awareness-raising actions. Issues of ensuring greater complementarity between projects, minimising overlapping and enhancing the sustainability of the projects' outcomes would seem to warrant further consideration.

Even though this goes beyond the scope of the present evaluation, attention could also possibly be given to promoting and enhancing further the use of funds available in the context of other EU programmes and policies for prevention and preparedness purposes. In all likelihood, the amounts of funding available in policy fields such as research and technological development and regional policy will continue to remain much larger than under the next Civil Protection Financial Instrument (to be applied as from 2014 onwards).

11. PREVENTION

While the EU has carried out Civil Protection preparedness and response activities for many years, it has only more recently embarked on the upstream prevention work in the disaster management cycle. Over the years it had become clearer that the full disaster management cycle – prevention, preparedness, response (and recovery) – should be taken into consideration and included into the European cooperation efforts to cope with major disasters, be they natural or man-made. While the Civil Protection Mechanism has been in place since 2001 and provided an effective platform for the coordination among Participating States in their response to major disasters and related preparedness actions, it was more recently in February 2009 that the Commission adopted a Communication on "A Community approach on the prevention of natural and man-made disasters"¹¹⁷. At the EU level this was the first major policy step in this area. It was taken to fill what was increasingly perceived as a gap in EU civil protection cooperation¹¹⁸.

The Prevention Communication proposes to focus action at EU-level on three areas:

¹¹⁷ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52009DC0082:EN:NOT>
¹¹⁸ Prevention projects have been funded already earlier under the Civil Protection Financial Instrument. However, these projects are very limited in number and in breadth and scope (given the limited available funds to support them. Consequently, these EU co-funded prevention projects have not been considered a substitute for a comprehensive prevention policy process.

- (1) Developing knowledge-based prevention policies;
- (2) Linking actors and policies throughout the disaster management cycle;
- (3) Improving the effectiveness of existing financial and legislative instruments.

Both the Council¹¹⁹ and the European Parliament¹²⁰, in November 2009 and September 2010 respectively, have welcomed this initiative and called upon the Commission to take actions in several respects, among which:

- before the end of 2010, together with Member States develop EU guidelines, taking into account work at national level on methods of hazard and risk mapping, assessments and analyses in order to facilitate such actions in Member States and to ensure a better comparability between Member States;
- before the end of 2012, develop together with the Member States guidelines on minimum standards for hazard-specific disaster prevention, in particular for types of risks that are shared by Member States or regions in different Member States;
- before the end of 2012, on the basis of national risk analysis, prepare a cross-sectoral overview of the major natural and man-made risks that the EU may face in the future and taking into account, where possible and relevant, the future impact of climate change and the need for climate adaptation; identify on the basis of the overview risks or types of risks that are shared by Member States or regions in different Member States;
- develop an inventory of existing EU funding instruments supporting disaster prevention activities with a view to assessing the possibility of further integrating disaster prevention into existing EU funding.

Still in 2009, the Commission started its work on these major initiatives and completed the Risk Assessment and Mapping Guidelines for Disaster Management¹²¹ by the end of 2010.

The present evaluation does not address further the actions under the general prevention policy framework¹²², as it is outside the scope and mostly outside the timeframe of this exercise.

One important observation to be made for the period 2007 to 2009 is the increased awareness and acknowledgment of the need for a more comprehensive and integrated policy at EU level in the field of prevention which should go beyond the reach of the existing prevention co-operation projects. Such a prevention policy framework will also need to address the various prevention aspects in different other EU policy fields (in particular EU environment, security,

¹¹⁹ Council Conclusions of 30 November 2009 on a Community framework on disaster prevention within the EU.

¹²⁰ European Parliament resolution of 21 September 2010 on the Commission communication: A Community approach on the prevention of natural and man-made disasters [[2009/2151\(INI\)](#)].

¹²¹ Commission Staff working Paper - Risk Assessment and Mapping Guidelines for Disaster Management, SEC(2010) 1626 of 21.12.2010.

¹²² Prevention cooperation projects financed under the Civil Protection Financial Instrument are addressed in the previous part 8 of this report.

health and regional policies) and propose further co-operation among Participating States while fully complying with the subsidiarity principle.

12. OVERALL CONCLUSIONS

12.1. Overview of operations 2007-2009

The period under review has seen an increase – in some respects substantial – of EU civil protection activities, leading to very high levels of activity. In the three years 2007 to 2009, the Mechanism has been activated 89 times, including nine monitoring events, 14 pre-alerts, and 66 requests for assistance. In addition to its pro-active role during emergencies inside and outside Europe, the MIC has continuously provided early warning alerts and daily situation reports, implemented the modules approach, and further developed its processes and procedures for efficient emergency operations.

In terms of training, eleven courses were organised, covering the whole range from basic introduction courses to the Civil Protection Mechanism to specialised courses for Team Leaders and technical experts. At the end of the 7th cycle (end May 2010) a total of 142 courses had been conducted and in total some 2500 participants received training. During the 6th cycle trained experts were deployed 26 times on missions and during the 7th cycle trained experts were deployed 43 times. In total since the 1st cycle 90 trained experts have been deployed a total of 120 times.

Ten large scale exercises were organised by EU Member States with the Mechanism's support involving thousands of responders.

The first phase of the EU exchange of experts system was over by June 2008 by which time 170 exchanges had taken place from end June 2007 to 18 June 2008. In total, experts originating from 17 Participating States were hosted by organisations of 18 Participating States. In the first year of the 2nd phase, THW had received by December 2009, a total of 289 applications from 26 countries.

The Commission has laid down the implementing rules necessary to put into practice the modular approach and the transport assistance provisions introduced in the Mechanism Decision in 2007.

As far as transport provisions are concerned, after a slow start, a marked increase in the use of the pooling and financial support provisions of the Mechanism can be noted in 2009 and 2010 (involving budget of € 6 million).

A series of projects were run seeking to test the modular approach and innovative governance arrangements so as to improve mobilisation of response assets.

Six projects on fighting cross-border natural disasters, led by 5 different Member States (Germany, France, Italy, Latvia and the United Kingdom), with partners from 18 different Member States, were selected in 2006 and implemented in subsequent years (with a total EU co-funding of € 5.6 million).

The EU Forest Fire Tactical Reserve ('EUFFTR') project, selected in 2008 (with € 3.5 million EU co-financing, i.e. 80%), allowed the EU to significantly increase in 2009 its contribution

to the response to major forest fires, making successful interventions in 4 Member States (6 operations in total).

In 2008, 5 projects led by 5 different Member States (Estonia, Germany, France, Italy, and Czech Republic), with partners from 9 different Member States, were selected for receiving EU financial support (€ 3 million) as part of a preparatory action on an EU Rapid Response Capability designed to respond immediately to critical needs arising from major disasters. The implementation period of the projects selected under the 2008 preparatory action ran from beginning 2009 to the end of 2010.

In 2009, 7 projects were approved and were set to receive EU co-financing for a total funding of approximately € 6 million. The 7 projects were led by 6 different Member States (Austria, Finland, France, Germany, The Netherlands and Sweden – the latter having two separate projects) and involved 12 beneficiary countries from across the EU.

EU financial support for cooperation projects in the field of prevention and preparedness awarded six, eight and twelve projects in the years 2007, 2008 and 2009 respectively, and associated funding amounted to € 1.5, 2.6 and 4.3 million, respectively.

Projects co-financed by EU were submitted by the beneficiaries from the following countries/partners:

2007: Red Cross/EU office (Belgium), Denmark, Greece, Spain, Sweden;

2008: Austrian Red Cross, French Red Cross, Germany, Greece, Italy, International Federation of Red Cross and Red Cross Crescent Societies, UK;

2009: Austrian Red Cross, Germany, Greece, Italy, Netherlands, Norway, Romania, Sweden.

Beside the above the following partners were involved in the projects: Bulgaria, Croatia, Czech Republic, Cyprus, Estonia, Finland, Hungary, Iceland, Lithuania, Poland, Portugal, Romania, Slovenia and Red Cross from Austria, Bulgaria, Croatia, Finland, France, Germany, Netherlands, Slovenia and the UK.

Finally, it was in the year 2009 that following a lot of preparatory work the Commission adopted a Communication on "A Community approach on the prevention of natural and man-made disasters"¹²³, which paved the way for a whole new policy area, complementing the work on response and preparedness.

12.2. External evaluation

The external evaluators reached the following overall conclusions:

* The evaluators conclude that, during the period under review (i.e. from 2007 to 2009 inclusive, with some encroachment on 2010), the activities in the area of civil protection undertaken by the EU were for the most part coherent and well coordinated with the interventions and actions implemented by other EU entities, Participating States and international organisations.

¹²³

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52009DC0082:EN:NOT>

Further, there is a clear trend towards improvement in coordination and complementarity over the period of the evaluation, particularly between the EU Mechanism and the UN system.

* This improvement is reflected in better communication, better coordinated and joint preparation activities and better coordinated responses, both in operational terms (i.e. through the increased effectiveness of the MIC, the scope and impact of the training programme and more effective use of transport assets) and strategic terms (i.e. through an increasing familiarity and complementarity of roles and mandates) with other EU entities, Participating States and international organisations.

* The trend towards improved coherence, coordination and complementarity of EU civil protection activities appears to be driven by an increased professionalism, competency and heightened profile. In short, as the EU's capacity credibility in this domain has increased, Participating States, recipient states and other international actors have responded to this improved 'offer' by being more proactively engaged with, and responsive to, the Civil Protection Mechanism in all stages of the disaster life-cycle.

* However, in spite of this overall positive trend, there appears to be a relative lack of progress in the pace of improvement in terms of coordination and coherence between the EU mechanism and the broader NGO community, including the Red Cross and Red Crescent Movements. There are also still opportunities to improve coordination and coherence further with the EU's own European Maritime Safety Agency and other international agencies such as NATO.

* The evaluators conclude that the Participating States underline the primacy of national leadership in civil protection and the notion of subsidiarity for responding to crises and more specifically in terms of asset ownership and mandate.

* There is a fifty-fifty split on satisfaction when it comes to cross-fertilising the lessons learned across the components.

* There are concerns, and issues around perception, regarding the distinction in mandate between civil protection interventions, humanitarian assistance and to a lesser extent interventions on the part of military forces given their very different operating principles.

12.3. Overall evaluation conclusions

The Commission notes that the conclusions of the external evaluators are overall positive in that they recognise and emphasise the usefulness and relevance of EU Civil Protection activities during the period under review. In particular, the Monitoring and Information Centre has been widely acknowledged as providing useful services that are relevant to Participating States when civil protection assistance interventions are deployed within or outside the EU.

The Commission also noted the concerns and ways for possible improvements that stakeholders have conveyed to the evaluators. The preparation of the legislative proposals in 2011 offers opportunities to consider all relevant issues. Moreover, the merging of the Civil Protection Units with the Directorate-General for Humanitarian Aid (DG ECHO) that was decided at the beginning of 2010, together with the establishment of a new Directorate-General for Humanitarian Aid and Civil Protection will produce further synergies and complementarities, notably with regard to relief operations in third countries.

The Commission also noted the ad hoc nature of the current EU disaster response and the need to shift to a system where advance planning allows core assets to be available for immediate deployment. The planning of EU civil protection operations will be improved through developing reference scenarios, mapping Member States' assets and developing contingency plans, establishing a pool of Member States' assets pre-committed on a voluntary basis to the EU operations, streamlining and reinforcing provisions on transport support, as well as other measures outlined in the October 2010 Communication on disaster response.

The training courses have proved to be a valuable asset in terms of preparing national experts for civil protection assistance interventions, thus improving the overall response capability of the Mechanism. Nonetheless, the evaluation also showed that the further evolution of the training arrangements is limited due to a lack of an overall policy framework. Similar conclusions have been drawn in respect of the exercises programme, which has received overall support but has experienced a lack of a general policy framework. To better serve their ultimate purpose, i.e. the improvement of operations, the establishment of an integrated training and exercises policy will need to be considered.

The transport assistance provisions now seem to be firmly embedded in the Mechanism, and a highly significant use of the pooling and co-financing arrangements has been noticed in the last two years, even though calls for streamlining the procedures have been voiced and are duly taken note of. Beyond mere simplification of rules and administrative procedures, important considerations arising from the evaluation lead to a need to investigate different levels of co-financing depending on the urgency or priority of delivery for certain relief resources, as well as improving the access to transport assets/options.

The modular approach was met with great interest and success among Participating States, and should be further developed, including through specialised exercises and developing SOPs.

Innovative arrangements seeking to enhance the availability of key relief assets tested through pilot projects and preparatory actions proved to be viable and should be built upon. It is to be noted, however, that by their very nature pilot projects and preparatory actions are time-limited and cannot substitute a more permanent policy and regulatory framework. Experiences gained in the design and implementation of these projects are informing the preparation of the 2011 legislative review.

The Commission concludes that the European cooperation and coordination in the field of civil protection has seen substantial progress but there is still also unused potential. One important area which has received increasing awareness and acknowledgment is the policy need in the field of disaster prevention and disaster management. An enhanced EU prevention policy framework would be able to address the various prevention aspects in different EU policy fields (environment, security, health and regional policies) and facilitate further co-operation among Participating States.

The Commission invites the European Parliament and the Council to take note of these evaluation findings.

13. LIST OF ANNEXES

Annex I - Information on MIC activations

Annex II - Data on participation per course during the first eight cycles

Annex IIIA - Exchange of experts programme - First phase (2007 – June 2008)

Annex III B - Exchange of experts programme - Second phase (late 2008 – end 2009)

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