



**Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina
Joint UN Programme: UNDP, UNICEF, UNESCO, UNFPA, FAO**

Country: Bosnia and Herzegovina

UNDAF Outcome(s): By 2019, there is effective management of explosive remnants of war and armaments and strengthened prevention of and responsiveness to man-made and natural disasters.

Joint Programme Outcome(s):

Outcome 1: At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to prevent and respond to disasters.

Outcome 2: Citizens in target localities, particularly the most vulnerable population groups, have become more resilient to disasters.

<p>Programme Title: Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina</p> <p>Programme/project Duration: 2018-2022</p> <p>Fund Management Option(s): Pass-through</p> <p>Managing or Administrative Agent: UN MPTF</p>	<p>Total estimated programme budget: 4.913.377 USD</p> <p>Planned resources:</p> <ul style="list-style-type: none"> • Embassy of Switzerland in BiH/Swiss Development Cooperation: 2,400,000 USD • UNDP: 1,530,000 USD • UNICEF: 663,150 USD • FAO: 144,000 USD • UNFPA: 123,373 USD • UNESCO: 52,854 USD
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ABBREVIATIONS

DRR	Disaster Risk Reduction
CC	Climate change
CCA	Climate Change Adaptation
DRM	Disaster Risk Management
EPR	Emergency Preparedness and Response
CoP	Conference of Parties
SFA	Sendai Framework for Disaster Risk Reduction
SDGs	Sustainable Development Goals
DRAS	Disaster Risk Analysis System
SOP	Standard Operating Procedure
BIH	Bosnia and Herzegovina
EU	European Union
LG	Local Government
GDP	Gross Domestic Product
MoS	Ministry of Security of Bosnia and Herzegovina
CSOs	Civil society organizations
MPTF	Multi-partner Trust Fund
PUNO	Participating UN Organizations
SAAs	Standard Administrative Arrangement
CA	Convening Agent
MOU	Memorandum of Understanding
UNDP	United Nations Development Programme
IOM	International Organisation for Migration
UNV	The United Nations Volunteers
UNICEF	United Nations International Children's Emergency Fund)
UNFPA	The United Nations Population Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
FAO	Food and Agriculture Organization of the United Nations

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1. DEVELOPMENT CHALLENGE

1.1. Wider country context

Bosnia and Herzegovina, within its transition from a **fragile, post-war economy to an upper middle-income country**, has reached significant progress in recent decades. For the first time in recent political history, in mid-2015, all government levels agreed on the [Reform Agenda 2015 – 2018](#), which generated a positive progress in initiating important reforms and unlocking the country's integration into the European Union (EU).

Despite reserved optimism, the **country's economic growth** performs at a faster pace than expected, projected to grow from 3% in 2017 to 3.2% in 2018¹. The country's economic growth hardly touches the quality of life of the most vulnerable, while investments and development is largely depending on international financing. The overall **business environment** is weak: the [World Bank Doing Business 2018 Report](#), Bosnia and Herzegovina was ranked 86th, five places down from the previous year. The GDP per capita lower in comparison to its neighbouring countries. The unceasing status quo further exacerbates ethnic grievances and strengthens divisions among citizens.

The economic and social wellbeing landscape of the country is still dominated by wartime legacy and distant from a self-sustaining path. The power-sharing arrangements of the Dayton Peace Agreement resulted with a highly complex and **fragmented governance structure** which, coupled with political stalemate and slow legislative processes, make Bosnia and Herzegovina a country of limited social and economic opportunities for its citizens. Country's 13 constitutions (state, two entities, one autonomous district and 10 cantons), 14 legal systems and more than 150 ministries reduce the effectiveness of public policy and hamper reforms. Subsequently, this leads to poor **service delivery, high unemployment, growing poverty, and inequalities between social groups**. According to the [Fragile States Index 2018](#), Bosnia and Herzegovina features as a **fragile state**, ranked 95th among 178 countries.

The [2016 Human Development Index](#) value for Bosnia and Herzegovina is 0.750, placing the country 81st among 188 countries, which is still below the average for Europe and Central Asia. Nearly **17% of the population or more than 500,000 people live below the poverty line**.²

1.2 Disaster risk and climate change profile of Bosnia and Herzegovina

Climate change and high exposure to natural and man-made hazards further hurdle the country socio-economic development. The [2017 World Risk Report](#) ranks **Bosnia and Herzegovina as a country of high exposure to natural hazards**. Furthermore, recent results and projections in the **2018 Inform Global Risk Index**³ define Bosnia and Herzegovina as a country of particularly high exposure to floods (7.3 value out of 10). According to the World Bank's [Global Facility for Disaster Reduction and Recovery](#), **more than 20% of Bosnia and Herzegovina's territory is prone to flooding**, which, on average, annually impact about 100,000 people and about US\$600 million in gross domestic product.

Out of **145 local governments in the country, 91 are considered under very significant risk from floods and landslides and 27 - under high risk**.⁴ The country's mountainous topography, aging infrastructure, and high urbanization rate compound its seismic (8.7 out of 10), and consequent landslide vulnerability.

¹ World Bank, 2017, <http://www.worldbank.org/en/country/bosniaandherzegovina>.

² Household budget survey, 2015, Agency of Statistics of Bosnia and Herzegovina.

³ The INFORM model uses 50 different indicators to measure hazards and peoples' exposure to them, vulnerability, and the resources available to help people cope for every country.

⁴ Floods and Landslides Risk Assessment for the Housing Sector in Bosnia and Herzegovina, UNDP 2015: http://www.ba.undp.org/content/bosnia_and_herzegovina/bs/home/library/response-to-floods/flood-and-landslide-risk-assessment-for-the-housing-sector-in-bi.html.

In the last decade, Bosnia and Herzegovina has been facing several significant extreme climate and weather events, manifested through **more frequent occurrence of disasters**. In the past 12 years, six years were very to extremely dry (2003, 2007, 2008, 2011, 2012, 2013). Also, years with large to disastrous floods are very common (2001, 2002, 2009, 2010, 2014).⁵ For example, in April 2004, flooding affected over 300,000 people in 48 municipalities, destroying 20,000 ha of farmland, washing away several bridges, and contaminating drinking water⁶. The floods of December 2010 killed 3 people, affected 20,000 people, and resulted in EUR 183 million in damages. It is important to highlight that many extreme weather events that affect local economies and communities often go unreported and not captured by official statistics in this area.

Despite evident historical trends also captured by the [Third National Communication on Climate Change](#) for Bosnia and Herzegovina, the frequency of disasters has not yet prompted adequate government approach for climate-induced disasters, including preventive measures. Given the climate change projections for the region, by the end of the century, the Western Balkans can expect an increase in the frequency, unpredictability and intensity of flooding, drought, heatwaves and wildfires. This will have an adverse effect on the GDP of each country, multiple sectors and, more importantly, the lives and livelihoods of people.

1.3 Floods in 2014 – a “wake up call” for building disaster resilience in Bosnia and Herzegovina

The extent to which Bosnia and Herzegovina is exposed to climate change and natural hazards was shown in the **May 2014 floods** that hit the country with an unprecedented magnitude. Approximately a quarter of the country’s territory and **one million people, representing some 27% of its population, was affected**. The flood affected negatively some vulnerable population groups, namely **78,564 unemployed, 60,000 children and 10% of persons with disabilities**. The total damages amounted to approximately 1.7 billion USD, while the economic losses exceeded USD 1.5 billion. Most affected were rural households, small and medium businesses, and agricultural producers, as well as vulnerable population groups. Floods impacted around 15% of country's GDP, affecting 70,000 hectares of arable land, with **more than 50 local governments experienced a near-total devastation of their service infrastructure, to include hospitals, schools, and local administration centres**.⁷

The alarming experience of the flood disaster brought much deeper, long-term development consequences for Bosnia and Herzegovina, which equal **five-year set back** on achieving targets of greater gender equality, lower poverty rates, reduced marginalisation and greater equality for minority groups and persons with disabilities, according to the [UNDP Human Development Report “Risk-Proofing the Western Balkans: Empowering People to Prevent Disasters”](#).

Following the 2014 floods, authorities in Bosnia and Herzegovina requested the United Nations (UN) to coordinate international disaster relief and co-lead the recovery needs assessment, jointly with the EU and the World Bank. Together with the EU, governments at all levels, and donors, the UN implemented the [largest floods recovery programme](#) in the history of the country, bringing change in the quality of life for more than half a million people. By offering fast and people-centred recovery assistance, the UN helped set the country back on its path to socio-economic development. Despite commendable results, traditional emergency response approach and civil protection coping mechanisms appeared to be insufficient, since these were not coupled with adequate efforts by other sectors, thus responding to the needs of the vulnerable population. After the 2014 floods, the [2014 Progress Report for Bosnia and Herzegovina](#) stressed that "disaster risk reduction and disaster management need to be treated as a matter of priority, particularly in the light of the recent severe floods".

⁵ [Third National Communication of Bosnia and Herzegovina](#), 2017, Bosnia and Herzegovina.

⁶ July 2004 IFRC Bosnia and Herzegovina Flood Emergency Appeal, 11/2004 Operations Update No. 2.

⁷ [Bosnia and Herzegovina Floods Recovery Needs Assessment 2014](#), EU, the World Bank, UNDP.

1.4 Sector-specific analysis

While Bosnia and Herzegovina will continue to require a dedicated disaster management sector to prepare for and respond to disasters, managing disaster and climate risks in development requires a **whole-of-government approach**. Since the complexity of disaster risk reduction (DRR) and climate change is too large for any organization or sector to tackle alone, managing risks cannot be separated from the broader governance of social and economic development. It requires strengthened engagement of development sectors to minimize the discounting of future risk, as well as transparency and accountability as risks are generated, transferred, and retained.

The country deals with disasters mostly through emergency response actors and **has not yet evolved into a whole-of-government approach to DRR**. There is a need for a fundamental broadening of stakeholders from civil administration in disaster management structures to a clear definition of the role and responsibilities of the different sectors with raising the profile of DRR and climate change as fundamental development issues. The most recent findings of the [2018 Inform Global Risk Index](#) indicate that Bosnia and Herzegovina significantly lacks resources to cope with hazardous events, with the highest values in the **lack of institutional capacities to effectively deal with risks (6.1 score out of 10)**.

Bosnia and Herzegovina **does not have country-wide DRR strategic frameworks** ensuring integration of risk reduction into relevant development (including sectoral) policies across government levels. As a result, DRR has not been truly mainstreamed into various sectors, norms, standards and regulations necessary to manage and reduce risk, while existing policies and legislation still focus on rescue and relief activities. Disaster risk management in the country is affiliated with constructing flood defences, reinforcing, or upgrading infrastructure, with most efforts invested in strengthening capacities for disaster management.

Lack of cross-sectoral coordination impedes integrated DRR approach, including at local level

Although the DRR discourse is essentially about prevention, in Bosnia and Herzegovina - like in other countries, it is only considered by policy makers in the aftermath of disasters, with institutional supremacy given to upper-level disaster response actors. The **complex governance structure** and political rivalries severely affects **DRR coordination** across government levels.

Although the country has established **DRR Platforms at state and entity levels which aim to serve as multi-stakeholder mechanisms for coordination and policy guidance on DRR** since 2011, those are not yet fully functional and remain detached from DRR-related policy design and delivery, especially at local level. Even though the [Sendai Framework for DRR](#) recommends DRR Platforms to have multi-level and multi-stakeholder composition and pursue an all-of-society engagement in DRR, this is not the case in the country, as many sectors remain excluded from DRR exchange (e.g. health, education, social protection, urban planning, agriculture, etc.). **At the local level, there are no functional DRR platforms**, which affects coordination in this domain.

Challenges in the protection and rescue sector against the broader DRR approach

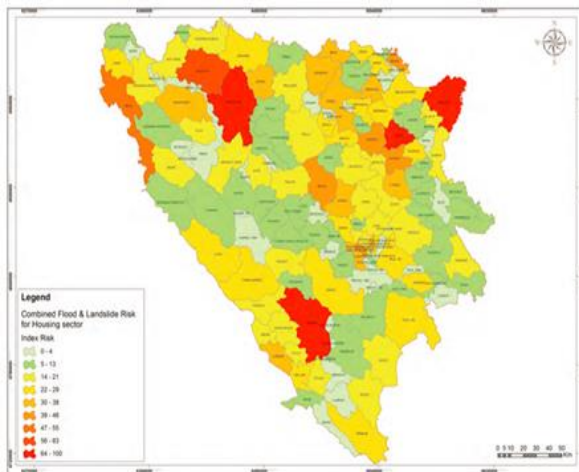
Bosnia and Herzegovina has a long history of reliance on conventional civil protection systems when approaching DRR. However, the **civil protection system has insufficient capacities** even to perform its primary function as emergency response provider, including at the local level. At the same time, it is expected to spearhead the shift from “business as usual” to a renewed integrated approach to DRR. The overall coordination is performed by the Ministry of Security of Bosnia and Herzegovina, while the strategic and operational mandates are at entity government level, **while local governments are first responders**. The model has been taken from the civil protection system of ex-Yugoslavia and subsequently saw some organizational changes that were not systematically translated into all relevant DRR areas.

Although some improvements in the civil protection system have been effective after the floods in 2014, there is still lack of cooperation with other development sectors and lack of resources. Various plans and

programmes, such as Plans of protection and rescue against natural and other disasters exist at the local level, but methodologies applied are different and additional efforts are needed to harmonize planning and set an effective and compatible civil protection system in place. Despite concerted efforts to develop capacities needed for full membership to the [EU Civil Protection Mechanism](#) - a framework for cooperation in the field of disaster prevention, preparedness and response among 31 European countries, the country's civil protection system should be strengthened with new models of coordination yet to be developed.

Despite commendable DRR efforts at many levels, local level often remains detached from DRR investments and planning and lacks capacities and resources to prevent, assess and anticipate risks to protect vulnerable population and local economies from negative effects of future disasters.

Insufficient local level DRR-related capacities, strategic and operational frameworks challenge communities' resilience



As the level of government closest to the citizens, local governments are the front-liners in any disaster. Their severe exposure to natural and man-made hazards provides the opportunity to become true game changer in reducing disaster risk at the local level.

Out of 145 local governments in the country, 91 are considered under **very significant risk from floods and landslides** and 27 - under high risk. Therefore, local governments have a long list of responsibilities throughout all phases of the disaster risk reduction cycle. Importantly, municipalities and cities have the responsibility to prevent illegal and low-quality construction, to maintain and clean water courses, to

maintain forests, to develop risk assessments and various disaster prevention and response planning documents. In the end, local governments record disaster damages and losses, and are focal points for any recovery efforts and support.

Unfortunately, the volume of responsibilities is not matched with adequate human and technical capacities, which ultimately results in legislation, policies and strategies not being implemented. The wider consequences from all these could be devastating: according to the Recovery Needs Assessment⁸ conducted after the May 2014 floods, **81 local governments were affected with 75% of damages and losses borne directly by families, businesses and agricultural producers, including an undefined number of vulnerable population groups**. Subsequently, one of the underlying recommendations of the assessment is to strengthen resilience at the local level through disaster risk reduction and sustainable development.

In the aftermath of the 2014 floods and recovery efforts, many of the challenges at the local level remain valid: **unclear legal responsibilities for DRR** across government levels; **disconnect between local and higher government level strategic frameworks**; failure to put in place adequate civil protection programmes and capacities,⁹ as well as insufficient financial resources for financing disaster prevention. Post-disaster dealing with damages prevails as the traditional way of doing business, with full reliance on local civil protection capacities that are insufficient to address the multiple causes of risk. These lead to maintained high risk of damage to people, physical assets, land, infrastructure, etc.

Pilot experiences are in place in terms of **mainstreaming DRR into local development strategies**, advancing local governments' legislative, operational and technical frameworks from view point of DRR, as well as

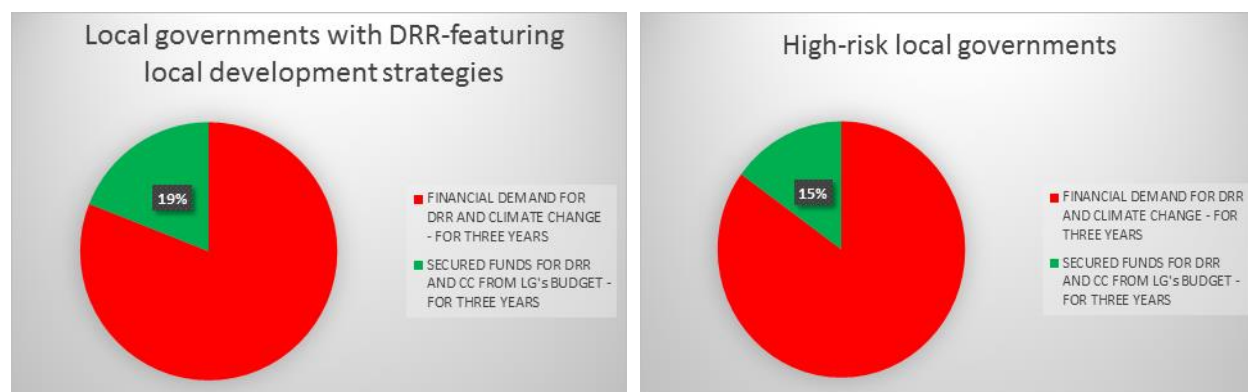
⁸ Reference: http://europa.ba/wp-content/uploads/2015/05/delegacijaEU_2014090308560389eng.pdf.

⁹ Analysis of the legal framework in Bosnia and Herzegovina in relation to prevention of risk from disasters and crisis management at the local level in Bosnia and Herzegovina, UNDP, 2015.

raising awareness among socio-economic stakeholders, including the vulnerable population groups. For example, **DRR has been mainstreamed into 23 local development strategies and 8 cantonal development strategies.**¹⁰ However, without an integrated overarching DRR strategic frameworks and policy guidance at higher government levels, local governments in the country are traditionally focused on civil protection and flood risk management.

Therefore, further efforts need to be undertaken, towards the creation and affirmation of a **standard DRR model**, as an integrated DRR benchmark for all local governments country-wide.

To drill a bit more into the situation at the local level and the magnitude of the DRR-related needs, during the Programme Inception Phase, the UN DRR Team conducted a DRR analysis of the 3-year (2016-2018) **implementation plans of local development strategies of 16 selected local governments.** The first cohort comprised eight local governments ranked as high-risk of floods and landslides¹¹, with an average risk index of 71, out of 100¹². The second cohort comprised eight local governments that have mainstreamed DRR into their local strategies¹³, thus having the broader DRR strategic framework in place. The analysis identified and analysed all DRR-related measures within the 3-year implementation plans, as well as the respective budget allocations. A graphical overview of the main findings is displayed in the graph below and also enclosed as *Annex II* to this document.



The main purpose of this analysis was to assess the magnitude of the DRR demand in sectoral and financial terms, as well as the volume of secured funds for DRR activities/investments at the local level. Some of the key findings are captured below:

High-risk local governments	Local governments with DRR-featuring local development strategies
<ul style="list-style-type: none"> The total DRR- and climate change-related financial demand for the period in review in the target 8 localities amounts to BAM 75,747,862 (USD 44,980,916), which is only 5% of the overall financial demand indicated in the implementation plans. The total funds secured for DRR and climate change by the target local governments amount to BAM 11,476,841 (USD 6,815,226), which is only 15% of the total DRR financial framework and only 	<ul style="list-style-type: none"> The total DRR- and climate change-related financial demand for the period in review in the eight localities amounts to BAM 24,071,328 (USD 14,588,684), which is 16% of the overall financial demand indicated in the implementation plans. The total funds secured for DRR and climate change by the target local governments amounts to BAM 4,485,735 (USD 2,718,627), which is 19% of the total DRR financial framework and only 3%

¹⁰ Mainstreaming of DRR into local development strategies has been piloted through the Integrated Local Development Project, which is a joint initiative of the Government of Switzerland and UNDP in Bosnia and Herzegovina.

¹¹ Bosanska Krupa, Cazin, Gračanica, Laktaši, Jajce, Ljubinje, Kostajnica, Modriča.

¹² Reference source: Floods and Landslides Risk Assessment for the Housing Sector in Bosnia and Herzegovina, UNDP.

¹³ Dobo, Prijedor, Goražde, Novo Sarajevo, Sanski Most, Vareš, Ljubuški, Mrkonjić Grad.

High-risk local governments	Local governments with DRR-featuring local development strategies
<p>7% of the overall indicative financial demand in the implementation plans.</p> <ul style="list-style-type: none"> The top three risk-exposed localities among the eight included in the analysis (Doboj, Prijedor, Gorazde) have envisaged 88% of measures and actions in the area of DRR and climate change. However, the funds secured do not follow this prioritization, with only 12% of the total demand budgeted. 	<p>of the overall financial demand indicated in the implementation plans.</p> <p>➤ In substantive terms, the type of DRR and climate change measures proposed in the implementation plans do not differ significantly from those in strategies and implementation plans where DRR has not been mainstreamed.</p>

The findings from this analysis indicate that even **some of the most risk-exposed local governments in Bosnia and Herzegovina have not yet adequately prioritized DRR and climate change in their strategies’ implementation plans**. Moreover, envisaged financing for the planned measures is scarce. In addition, the type of DRR measures envisaged in the mid-term implementation plans indicates that **local governments are not yet applying development-oriented and multi-sectoral thinking in the design of DRR efforts** at the local level. For example, only a limited number of DRR measures are focused on development sectors, such as: health, education, social protection, child protection, agriculture, etc.

Although the financial demand for DRR is slightly on the rise in local governments with DRR-featuring local strategies in place, the type of measures proposed demonstrates the lack of an integrated and whole-of-government approach to DRR, with majority of planned activities falling in the scope of civil protection and flood risk management. Moreover, the increased financial demand for DRR in these localities is not matched with funding by local governments’ budgets (which is only 4% higher compared to the 15% of secured own financial resources by local governments where DRR has not been embedded within their local strategic frameworks).

Technical capacity is insufficient at the local level, both in terms of risk-informed development planning, or multi-hazard risk analysis.

The linkage between human vulnerability and the causes of disaster

People who live in hazard-prone areas are most directly vulnerable to disaster risk. However, vulnerability based on geography and physical attributes are only two factors that influences the ability of people to prevent, mitigate, prepare and cope with the aftermaths of disasters. Socioeconomic well-being plays an immensely important part in the overall capacity of individuals, communities and authorities to deal with the onset of disasters when they happen. The major **determinants of disaster vulnerability relate to the inherent characteristics of people, such as gender, life cycles or age and health status which are further exacerbated through poor governance, policies and practices**. This means that DRR in principle need to be a **people-centred approach and that localized action** bring the most tangible results. Vulnerable groups at grassroots levels need to be seen as a major force for social change in general and disaster mitigation in particular.

The [2018 INFORM Global Risk Index](#) indicates that Bosnia and Herzegovina is a country of **medium-high socio-economic vulnerability to potential hazards** (vulnerability index 3.5), with a **high proportion of vulnerable groups susceptible to disaster risks** (4.6). Despite high values, the current country’s DRR approaches often overlook the needs of vulnerable population groups, which became visible during and after the 2014 floods. For example, the Cities of Doboj and Bijeljina confirmed that persons with disabilities suffered most during floods, due primarily to the nonexistence of early warning systems or evacuation protocols in emergency situations customised to the needs of the vulnerable population groups.¹⁴ Local communities did not have a list of vulnerable population groups, which would have

¹⁴ [Human Development Report 2016 Risk-Proofing the Western Balkans: Empowering People to Prevent Disasters](#), 2017, UNDP.

enabled life-saving informed decisions on their evacuation and aid delivery. According to the IOM's analysis of interviews conducted with 373 **Roma families** affected by the 2014 floods, 40% had to leave their homes and seek temporary accommodation elsewhere, while 45% had their houses destroyed by the flooding/landslides, due to illegal housing before the floods.¹⁵ The absence of a welfare safety net has exacerbated social and economic disparities in the flooded areas, especially ones affecting vulnerable populations such as women and children. Recovery sex-desegregated data for calculation damages and losses in relevant sectors is almost inexistent. However, a gross estimate was made of **women's losses** resulting from the effect of the flood. Gender-related losses were estimated at EUR 8.95 million (EUR 3.53 million in the entity of the Federation of Bosnia and Herzegovina (FBiH), EUR 4.8 in the entity of Republika Srpska (RS) and EUR 168,726.32 in Brčko District)¹⁶. The floods had negative effects on **food security in rural areas** where crops were destroyed. The impact was particularly grave given that up to two-thirds of the people living in these rural areas depend on small-scale agriculture for food and income.

Three years after floods, the total population still living in areas exposed to very significant risk of flooding is 283,777, while the total population living in areas at very significant risk of landslides is 260,731.¹⁷ The country's existing **disaster management systems and procedures are still not vulnerability-sensitive**: risk assessments rarely integrate data on vulnerable populations, emergency preparedness and response protocols do not include provisions that recognize vulnerable population needs before, during and post-disaster, and DRR technical interventions which are supposed to reduce hazard intensity are usually taken in isolation from human and socio-economic vulnerability factors. Likewise, **DRR decision-making is often driven without consultation with communities or the vulnerable population groups**. On the other hand, governments and DRR policy makers do not have adequate capacities to address disaster risks in an integrated, vulnerability-sensitive, and effective manner.

Lack of interdisciplinary risk estimation to inform DRR planning and policy design at local level

Local governments in Bosnia and Herzegovina recognize the significance of timely DRR planning, especially following the 2014 floods. Risk-informed planning needs to be based on solid evidence, such as scientific hazard, vulnerability, and climate change assessments. This, however, remains a challenge in Bosnia and Herzegovina. As pertained by the law, the country has undertaken various risk assessments at state, entity, and local government levels. However, these **lack relevant data and spatial analysis of interactions between hazards, risks, vulnerabilities, and institutional capacities**, which are needed to inform risk mitigation strategies and interventions, particularly at local level. Social data is by far the most absent component in existing risk assessments.

There is insufficient data and inadequate expertise in multi-sectoral risk and vulnerability analysis across sectors, as well as poor integration of risk aspects into existing risk assessments. As a result, risk assessments are often incomplete and insufficient for targeting comprehensive DRR interventions through disaster mitigation, preparedness, and response across sectors. This is particularly important at local level, given that hazards manifest in space and risk assessments should zoom in spatial appearances of hazards, exposure and vulnerability of population and infrastructure at smaller scale to enable accurate prioritization and localized planning of DRR actions. This highlights this Programme's planned approach to equip local governments and different sectors with knowledge and tools to improve risk assessment methods and practices for various sectors and population groups (including the most vulnerable).

The children vulnerability to disasters and role of education sector in DRR

Children are particularly vulnerable to the negative effects of disasters. The types of disaster risks confronting them are diverse, ranging from direct physical impacts, to impacts on their education,

¹⁵ Recovery Needs Assessment, Bosnia and Herzegovina, 2014.

¹⁶ *Ibid.*

¹⁷ [Floods and Landslides Risk Assessment for the Housing Sector in Bosnia and Herzegovina](#), UNDP, 2015.

psychological stress, nutritional challenges, and deepening inequalities which could plunge them into extreme poverty and threaten their survival in some cases. The **education sector** in Bosnia and Herzegovina was heavily affected by the floods in 2014, with negative effects mostly visible at local level: floods caused **damages to 121 institutions, while functional educational facilities were often used as emergency shelters**. Children and youth were unaware of disaster response practices, while **formal school security procedures were outdated** or not tested in pre-disaster times. This implies that community-based DRR training programmes targeting children, youth and education sector are highly needed and yet to be developed or scaled up.

Although all schools in Bosnia and Herzegovina are obliged to develop protection and rescue plans, very few of them are linked with disaster risk and vulnerability data and tested in practice. Existing risk analysis rarely or not at all focuses on the infrastructural safety of school buildings or impacts of disasters on education sector capacities for delivering education services before, during and post-disasters. Despite initial efforts by the civil protection authorities in terms of strengthening capacities of primary and secondary schoolchildren, social and other organizations on the protection of children in emergencies, this is still not properly institutionalized and practiced throughout the local governments in country. A proper analysis of disaster risks implications to the education system is still missing in Bosnia and Herzegovina, which prevents building risk-informed resilience of education sector and ensuring continuity of educational process during disaster times.

The education dimension of vulnerability is still not properly prioritized in local level DRR frameworks, and requires work on **school disaster management protocols, teachers' preparedness capacities, and educational building structures**, which may be poorly designed and built in an unsafe manner.

The social protection systems still insufficiently address peoples' resilience

Social protection systems are means to tackle poverty, deprivation, inequity, and fragility, thereby improving the resilience of individuals and families to all types of shocks. However, social protection in Bosnia and Herzegovina has been used more as a buffer for losses **than as a tool for prospective disaster risk management**. The lessons from 2014 floods clearly indicated that the social welfare systems in the country were unprepared to deal with the consequences of the floods, **leaving the most vulnerable exposed and far from effective assistance**. Social workers were affected by stress and burn-outs in an attempt to address the needs of affected populations. There is still little evidence on the adequate capacity of the sector to effectively mitigate the impact of any shock caused by crises and disasters and provide the right assistance to vulnerable populations. The floods also revealed that **no instructions, procedures or codes of conduct are available for the social protection sector at local level** neither for the immediate emergency phase, nor for post-emergency.

The 2017 EU Economic Reform Program Report¹⁸ signals there is inefficiency in both the provision of social assistance and in-service provision, meaning that relatively high social spending is poorly targeted and only has a small redistributive impact. Local level DRR policy-makers and programme implementers should carefully consider the characteristics that allow social protection to fulfil its functions in disaster times and strengthen cross-sectoral cooperation to allow it to become more prepared to provide effective response. These interventions need to be **designed and implemented in coordination with disaster response authorities, especially at the local level**. It is vital that the **social protection sector becomes involved in the development of vulnerability-sensitive risk analysis**. Having information on who is likely to be affected before a shock hits facilitates a pre-condition for timely delivery of social protection or disaster response. Currently, weak synergies exist between disaster response and social protection sectors, and they rarely collaborate in developments of disaster risk assessments and preparedness plans. **The social protection sector has poor internal capacities to provide data on vulnerable population and geographic focus**, linking combinations of demographic categories and community-based targeting to disaster

¹⁸ [Economic Reform Programmes: The Commission's Overview and Country Assessments](#), 2017.

management authorities which leads to poor planning of vulnerability-sensitive disaster preparedness programmes and response protocols.

The health sector vulnerability to disaster risks and special needs of women and children in disaster times

The health sector in Bosnia and Herzegovina has **very limited cooperation and poor participation** in DRR coordination frameworks and plays a critical role in responding to the life-saving needs of the affected population in disasters. Like many others, this sector has a multi-layered institutional set-up and divided responsibilities for financing and the provision of health services at state, entity and local government levels in Bosnia and Herzegovina. While the entire health system appeared poorly capacitated and unprepared to effectively respond in the 2014 floods, gaps were identified in **addressing the specific health needs of women, youth and children** related to psychosocial support, dedicated care practices for pregnant and lactating women and reproductive health concerns relevant for **localized assistance and response**. Despite lessons learnt, health sector representatives are not involved in existing DRR coordination mechanisms, and current local risk assessments do not provide quality analysis of health needs of vulnerable populations in emergencies.

Neither direct nor indirect climate change effects on human health are continuously monitored in Bosnia and Herzegovina. Although some reports systematically cover climate change issues in the country, there is still **no established system for monitoring the incidence of certain diseases in a particular region that could be linked to changes in some climate parameters and subsequent natural disasters**.¹⁹ Furthermore, the health system in the country is burdened with many gaps that can be detrimental if disaster risk dimensions are not taken into consideration. Immunization rates in Bosnia and Herzegovina are dangerously low, which raises a concern for epidemics during any kind of emergency, especially if it is prolonged. The low rate of breastfeeding in the country is around 19%, which can cause a lot of problems for the nourishment of babies in times of emergency when access to food and safe drinking water may be limited, and there is a high risk of food contamination. Furthermore, sexual and reproductive health concerns, including gender-based violence, are often neglected in disaster management approaches, although they are one of the most required after basic needs are met. This results in limited DRR investments in the health sector to address health needs of the vulnerable population in emergencies in a more effective and coordinated manner.

The impact of disasters and increased vulnerability of agriculture sector in Bosnia and Herzegovina

The agricultural sector in Bosnia and Herzegovina is one of the most important employment sectors due to its high contribution to employment in the country (approximately 19%), while the share of agriculture sector in the overall GDP amounts to 7.6%.²⁰ Climate change highly impacts the sector due to its climate-sensitive nature. The 2014 devastating floods resulted in EUR 78 million in agricultural damages and EUR 62 million in losses. In 2012 the drought caused over USD 1 billion in agricultural production losses and reduced yields of grains and vegetables of up to 70%. Despite evident risks, there is insufficient cooperation between agriculture and disaster management stakeholders, which impedes efficient DRR planning in agriculture sector. This is particularly important at the local level since disaster degradation reduces the availability of agriculture goods to local communities, **shrinks economic opportunities and livelihood options, and ultimately contributes to greater food insecurity**. This impact is most felt within local producers and household levels in disaster-affected areas.

There is **inadequate information sharing on risk assessments and early warning, low capacities on damage and loss/post disaster needs assessments and low involvement of the rural community in piloting DRR practices**. This is worsened by ineffective cooperation and limited participation of agriculture

¹⁹ [Third National Communication and Second Biennial Update Report on Greenhouse Gas Emissions of Bosnia and Herzegovina](#), 2017.

²⁰ [Annual Report in the Field of Agriculture, Food and Rural Development](#), 2016.

sector representatives in DRR interaction, which prevents targeted investments to increase agriculture sector capacities to better prepare, coordinate and respond to future emergencies.

The overall knowledge on disaster risk management and climate change adaptation (CCA) is lacking at all levels of government, as well as within agriculture sector stakeholders at local level. The 2015 Development Report for Bosnia and Herzegovina²¹ offers recommendations for improvement of agriculture, food and rural development is to build capacities to mitigate the adverse effects of climate change and coping disasters, to increase preparedness for prevention and protection from emergency situations that may affect the agricultural sector.

1.5 Stakeholders driving and restraining change (stakeholders' analysis)

The overall disaster risk management governance system in Bosnia and Herzegovina is characterized by decentralized responsibilities of different institutions, coupled by insufficient technical, organizational, and financial capacities, often lacking proper expertise to deal effectively with existing and future hazard threats. Despite institutional complexities, the recent flood experience brought shared understanding that multi-stakeholder and cross-sectoral coordination needs to become a new *modus operandi* if future disaster losses are to be reduced or prevented.

There is a wide range of stakeholders, which can drive or restrain positive change in the DRR domain. The overview below maps out both influential actors that may drive the process forward, as well as those holding the potential to thwart progress.

The Ministry of Security of Bosnia and Herzegovina, particularly its Sector for Protection and Rescue, as well as both **Entity and Brčko District civil protection authorities** (the FBiH Civil Protection Agency, the RS Civil Protection Agency and the Department of Public Safety of Brčko District) are key institutional players dealing with disaster risk management in the country. These institutions are generally committed to the DRR agenda and their general engagement in DRR efforts will be beneficial.

Entity-level governments and sectoral ministries, although aware of the need for improved DRR coordination and generally interested in intensifying sectorial engagement in DRR, lack basic knowledge and tools to effectively do so. Both entities have relevant institutions with DRR mandates and responsibility. While ministries responsible for education, health, agriculture and social affairs should integrate risk-informed planning and DRR in their sectoral policies, their existing level of DRR capacity and involvement is very limited, as they are not traditionally perceived as DRR stakeholders in current institutional set-up. These institutions will be informed about the Programme, so as to ensure their commitment and awareness raising.

After experiencing the devastating damages from the 2014 floods, as well as witnessing the failure of the overall rescue and recovery system in the country, **local governments acknowledged that DRR capacities and resources need to be concentrated at the local level**. Therefore, local governments are the main drivers of change, due to the fact that disaster risks are a direct, day-to-day concern of households, communities and businesses. A critical mass of local governments with sound DRR capacities and frameworks can stimulate bottom-up application of DRR-informed strategies, policies, and measures at higher government levels.

Specialized agencies for natural hazard data-collection and monitoring have a very important role for the processes of disaster risk analysis and planning. The hydro-meteorological and environmental monitoring, weather forecasts and early warnings are organized at entity level. Hydrometeorological and seismological institutions in both entities are mandated to capture seismological trends, collect historical data on earthquakes, and collect data on water level, measure surface water flow and conduct hydrological studies. Furthermore, the **Agencies for water management** for the river basin districts (River basin of River Sava, River basin of the Adriatic Sea, *Vode Srpske*) have a very important role for data information and early warning

²¹ Council of Ministers, Directorate for Economic Planning, Bosnia and Herzegovina Report on Development 2014, Annual Report, Sarajevo, 2015.

systems, as well as for collecting, recording, and sharing flood risk information that feeds into various risk assessments, hazard- and risk mapping. These institutions possess scientific data needed to perform evidence-based disaster risk assessment and should be involved in transferring that data into DRR awareness raising and advocacy resources, to link them with DRR strategic planning and decision-making processes at all government levels. However, there are still inadequate links and coordination between geological and hydro-meteorological services and disaster risk management organizations. Yet, these institutions are increasingly engaged in the processes of disaster risk assessments as they provide scientific data needed for any type of disaster risk modelling and analysis. Therefore, it is critical to capitalize on these efforts and continue to build strong inter-institutional cooperation and networking with broader DRR practitioners community in the country that will also enable better inclusion of increasing climate change data into DRR.

Professional thematic organisations and civil society organisations (CSOs) have been increasingly active and have an important role in disaster preparedness, response and DRR policy-design, as well as in sharing of best practices. For example, the Red Cross society has a strong field presence and network of disaster response volunteers, which proved to be efficient contributor to local response capacities during flood response. Many other CSOs and specialized associations (associations of farmers and agricultural producers, mountain rescuers, diving clubs, etc.) are important actors to engage with (local) governments in addressing DRR issues or setting in place DRR policies. They are also strong advocates for much needed policy/operational changes in the field. Given their nature and professional interest, they are drivers of change, whose capacity, advocacy and influential powers need to be strengthened for wider impact.

In 2013, the Council of Ministers of Bosnia and Herzegovina tasked the Ministry of Security to establish, in cooperation with relevant Entity and Brčko District Institutions, a **Platform for DRR**, to serve as a multi-sectoral mechanism for coordination and policy guidance on disaster risk reduction that involves all relevant stakeholders in the country. In addition to state-level DRR Platform there is also a DRR Platform at the level of RS, both established in 2013.

Entity Associations of Municipalities and Cities represent the voice of local governments and play an important role in various advocacy processes, country-wide best practice exchange and provide services to their members. They have a general interest to improve DRR governance at local level.

Representatives of schools, health and social welfare institutions have a very important role in voicing out the needs of the most vulnerable in local DRR frameworks and actions. Local public institutions are critical in ensuring that important aspects of social and physical resilience of schools and facilities are improved, and preparedness standards are in place. Furthermore, they have a unique role in promotion of community participation in DRR efforts through involvement of children, youth, women, elderly to transfer their specific knowledge on hazards and to facilitate practical action to reduce them. Given their role and technical expertise, these actors are drivers of change, whose capacity and community outreach should be utilized for all community-based DRR initiatives.

Citizens who are insufficiently engaged and inadequately included in DRR public policy design and delivery are increasingly dissatisfied with disaster risk accumulation in their communities and the inadequate government approach in dealing with this issue. For citizens to be empowered and play a pro-active role in DRR governance processes, they need to be more closely involved through DRR coordination mechanisms, while local governments need to introduce participatory DRR system, which enables citizens' scrutiny over public service delivery.

Media is also an important stakeholder, contributing to awareness raising at the local level, encouraging citizen participation in public life and playing an important role in advocacy for public perception changes and knowledge generation on DRR in sustained public education campaigns and public consultations at all levels of society.

The **private sector** has also an important contribution to community resilience and it is necessary to increasingly include them in the local-level DRR discussions, having in mind businesses are also exposed

to hazards and therefore they can contribute to the resilience-building dialogue and solutions identified at the grass-root level.

1.6 Links to national and international strategies and framework

Bosnia and Herzegovina, along with other countries in the world, has been a signatory to various global commitments and negotiations, including the [Sendai Framework for DRR \(SFDRR\) 2015-2030](#), the [Agenda 2030 and its Sustainable Development Goals \(SDG\)](#) and the [Global Climate Negotiations Through the Conference of Parties \(CoP\)](#). Bosnia and Herzegovina has been involved in these global discussions and advocacy for DRR, striving towards a disaster proof country.

The 2030 Agenda for Sustainable Development recognizes the urgent need to reduce the risk of disasters. The UN developed a Plan of Action on DRR for Resilience²² and facilitated a number of inter-governmental consultations that culminated in the Sendai Framework for DRR 2015-2030, the Sustainable Development Goals and World Humanitarian Summit outcomes. There are 25 targets related to disaster risk reduction in 10 of the 17 Sustainable Development Goals, firmly establishing the DRR at the centre of sustainable development, directly linked with governance, urbanization, management of natural resources and ecosystems, poverty and climate change. Conversely, all seven global targets of the Sendai Framework are critical for the achievement of the SDGs.

This Programme fully corresponds with all four priority actions of the **Sendai Framework**,²³ which resonate with the DRR challenges in Bosnia and Herzegovina. The first priority aims to broaden the understanding of disaster risk from products of natural forces to complex development issues shaped by risk drivers and human (in)action. The second priority addresses the risk governance that remains a long-standing priority in Bosnia and Herzegovina due to its complex administrative arrangements and somewhat outdated understanding on this matter among public servants. The third priority underlines the importance of proper resourcing for DRR. The fourth priority targets emergency preparedness, response and recovery that – even in the best scenarios - will remain a priority for Bosnia and Herzegovina in the years to come. The Programme is particularly in line with the Target E of the Sendai Framework calling countries to “substantially increase the number of countries with national and local disaster risk reduction strategies by 2020”.

In February 2016, Bosnia and Herzegovina submitted its formal application for launching accession **negotiations with the EU**. This is an important external factor for the Programme, especially in terms of its potential contribution to eventual reforms in the environmental sector, namely those linked to [Chapter 27](#) tackling issues of environment management, climate change and DRR. The Programme will utilise, where possible, the existing **thematic sectoral sub-group Transport, Energy, Environment and Regional Development within the EU Coordination Mechanism**, as a consulting and advisory body.

The Programme will support the accession of Bosnia and Herzegovina into the [EU Civil Protection Mechanism](#) and is fully synchronized with the efforts of relevant governmental partners at state and entity levels.

As a part of the Strategic plans of the Council of Ministers of Bosnia and Herzegovina and the Ministry of Security of Bosnia and Herzegovina, the **Programmes for Development of Protection and Rescue** (Programmes for DPR), technically perceived as civil protection strategic documents are legally binding for all government levels.

²² The United Nations Plan of Action on Disaster Risk Reduction “Towards a Risk-Informed and Integrated Approach to Sustainable Development” was endorsed by the UN System Chief Executive Board for Coordination upon recommendation by the High-Level Committee on Programmes in April 2016.

²³ The Four Priorities for Action include: i) understanding disaster risk, strengthening disaster risk governance to manage disaster risk; ii) investing in disaster risk reduction for resilience; iii) enhancing disaster preparedness for effective response and iv) “build back better” in recovery, rehabilitation and reconstruction.

The Programme contributes to the **FBiH Development Program of Protection and Rescue 2007-2012**²⁴, the **Programme for Reducing the Risk of Natural and Other Disaster in the RS** and the **RS Protection and Rescue Plan Against Natural and Other Disasters**, particularly in terms of increase of capacities for prevention, preparedness and effective emergency response.

The Programme directly contributes to the implementation of the [Action Plan for Flood Prevention and Water management in Bosnia and Herzegovina 2014-2017](#), based on the EU Floods Directive.

Additionally, the Programme will contribute to the **Strategic Plan for Rural Development of Bosnia and Herzegovina 2018-2021**, specifically to priority area related to agro-environmental measures.

Moreover, the main findings and recommendations of: (i) the **Floods and Landslides Risk Assessment for Housing Sector in Bosnia and Herzegovina**, (ii) the **Landslide Risk Management Study in Bosnia and Herzegovina**, and iii) the **Climate Change Adaptation and Low Emission Development Strategy for Bosnia and Herzegovina** have also been considered in the process of Programme design.

Moreover, by investing in local governments' capacities and policy measures, the Programme is relevant to the [RS Strategy for Local Self-Government Development 2017–2021](#).

By supporting concrete measures at the local level, the Programme will directly support implementation of strategic priorities defined in **local development strategies**, specifically those related to disaster prevention, preparedness and response.

The Programme is in full compliance with the [Swiss Cooperation Strategy for Bosnia and Herzegovina 2017 – 2020](#), as DRR is considered as one of the main complementary concepts contributing strategic priorities in the domains of democratic governance, municipal services, and justice, as well as indirectly to the health, economy and employment priority.

The Programme is in line with the [UN Development Assistance Framework \(UNDAF\) for Bosnia and Herzegovina 2015-2020](#), specifically with its priority area aiming to enhance human security through strengthened prevention of and responsiveness to man-made and natural disasters and sustainable management of natural, cultural and energy resources.

²⁴ The new [FBiH Programme for DPR](#) has been prepared; however, due to limited implementation of the previous Programme, it has not been adopted.

2. EXPERIENCES, LESSONS LEARNT AND INSIGHTS INFORMING THE PROGRAMME THEORY OF CHANGE

A myriad of experiences has been accumulated through the implementation of previous DRR projects and initiatives, which, alongside some valuable lessons learnt from global practice in this area, provided for formulation of the Programme theory of change, as well as set grounds for the design of a relevant and effective intervention. These are summarised below.

2.1 Relevant previous and on-going initiatives

Strong foundations exist within already implemented/ongoing **initiatives of UN agencies**, such as: building local level capacities through improving state/entity/local governments' level capacities and services for DRR/DRM (UNDP); introduction of the Disaster Risk System piloted within the Cities of Dobož and Tuzla²⁵ (UNDP); mainstreaming DRR in social protection and education sector, and strengthening the preparedness and response of the child protection system (UNICEF); strengthening preparedness for emergency response capacities in the health sector (UNFPA, WHO and UNICEF); improving PDNA (post-disaster need analysis) practices and DRR planning in the agriculture sector (FAO); targeted data collection and monitoring of vulnerable categories (UNHCR and IOM), piloting DRM measures at cultural heritage sites (UNESCO). These efforts raised awareness, established coordination platforms, developed hazard assessments, and piloted field interventions to be further expanded through this Programme.

Floods recovery

The expeditious implementation of the [EU Floods Recovery Programme](#) (2014-2016) resulted in direct assistance to more than 610,000 people country-wide with rehabilitation and building of 5,000 homes for more than 15,000 of the most vulnerable; rehabilitation and refurbishing of more than 150 public institutions (schools, kindergartens, hospitals and social welfare centres); implementation of more than 160 communal infrastructure projects across 65 municipalities/cities, reconstruction of roads, bridges and water supply facilities; retaining some 5,000 at risk jobs through enterprise recovery activities; recovery of more than 1,200 agricultural holdings; and stimulation of growth in a number of local communities with some 1,000 jobs added as a result.

Landslide Disaster Risk Management

The [Landslide Disaster Risk Management in Bosnia and Herzegovina Project](#) (2015-2016) has been launched in the aftermath of the floods in Bosnia and Herzegovina, with the support of the Government of Japan. The Project increased resilience of selected local communities for landslide risk mitigation, thus contributing to safety of the population and infrastructure in target areas, as well as to sustainability of development and recovery investments. The initiative has been a success story not only in carrying out post-disaster recovery, but also utilising this as an opportune moment to introduce important behavioural changes on understanding among local governments that in order to be sustainable, development efforts have to integrate disaster risk reduction and climate change.

Municipal Environmental and Economic Governance (MEG) Project

The [Municipal Environmental and Economic Governance \(MEG\) Project](#), supported by the Government of Switzerland and implemented by UNDP, was launched in 2016. It aims to improve local governments' performance management systems and service delivery, with focus on the environmental and economic sectors. The Project recognizes the importance of considering DRR and climate change an integral part of development efforts and applies risk-informed and climate-smart development choices which consider the increase in disaster risk and extreme weather events. The Project contributes to the improved

²⁵ [DRAS](#) enables freely accessible hazard data, thus increases disaster risk awareness. It also enables spatial risk assessments combining hazard, land use and vulnerability data for decision makers. These risk assessments are critical for disaster risk reduction and climate change programming to pursue sustainable development.

operation of the DRR system in several localities through strengthening local governments' ability to reduce risk and plan and prepare for the eventuality of a disaster, focusing on local civil protection capabilities and procedures.

Towards resilient social protection and education systems in Bosnia and Herzegovina

The Resilient Social Protection and Education Systems in Bosnia and Herzegovina Project has been launched in 2016 with the support of the Government of Switzerland. The Project aimed to increase DRR capacities of institutions in the education and social protection sectors within target local localities, enabling them to mitigate and respond to the needs of children and their families during emergencies. The Project was guided by the experiences and lessons learned from the social protection system response during and after the 2014 floods. The Project capitalised on UNICEF's work related to strengthening capacities of Centres for Social Welfare to reach out to the vulnerable groups in disaster preparedness, response and recovery. A Manual on the Role of the Social Protection Systems in Emergency Preparedness and Response was developed and piloted in four local governments (Doboj, Domaljevac Šamac, Maglaj, and Šamac). Efforts included conducting of vulnerability assessments and formulating local Social Protection Disaster Risk Reduction (DRR) actions. The Project succeeded to integrate disaster risk in the design, delivery and targeting of social assistance in case of emergencies. Moreover, the Project encouraged integration of DRR in the education system by applying the Comprehensive School Safety Framework, as well as conducting DRR mapping and gap analysis of the education sector in Bosnia and Herzegovina.

Sexual and reproductive health in emergencies for Bosnia and Herzegovina

The Minimum Initial Service Package (MISP)²⁶ Trainings on Sexual and Reproductive Health in Emergencies for Bosnia and Herzegovina Project has also been launched in 2016 with the support of the Government of Switzerland. It aimed at strengthening local governments' capacities to provide quality sexual and reproductive health services in crisis. The Project strengthened preparedness practices of medical workers and the broader health sector for preventive approach to risks, with special attention to safe deliveries in emergencies. The initiative affirmed the need for implementation of inclusive DRR policies that put emphasis on health services (including maternal, new-born and child health, sexual and reproductive health). The Project incentivized follow-up work in this area resulting in production of the MISP Implementation Plan for 2016, developed by the state-level MISP for Reproductive Health in Crisis Situations Working Group.

Enhancement of post-disaster needs assessment methodologies

The Enhancement of Post-Disaster Needs Assessment Methodologies at Entity Level in Bosnia and Herzegovina Project is another important initiative launched in 2016 with the support of the Government of Switzerland. It capitalizes on the results of FAO's regional project titled Enhancement Disaster Risk Reduction and Management Capacities and Mainstreaming of Climate Change Adaptation Practices into the Agricultural Sector in the Western Balkans. An analysis of the existing post-disaster needs provided evidence that emergency preparedness and recovery planning in the agriculture sector require further improvements. Therefore, the Project improved skills and institutional capacities of agriculture sector institutions to conduct damage and post-disaster needs assessments as evidence-based measuring of disaster effects and risk-informed development planning in agriculture sector. The Programme will take forward pilot methods and achievements created by the Project, especially in terms of the **minimum DRR standards for local governments**, as well as will further scale-up the methodology for **mainstreaming DRR in local development strategies**.

²⁶ MISP is a series of crucial actions required to respond to reproductive health needs at the onset of every humanitarian crisis.

2.2 Lessons learnt

Evolution of the UN DRR programming in Bosnia and Herzegovina: transition from emergency preparedness and response to development-oriented DRR

Authorities in Bosnia and Herzegovina and the UN have gradually increased involvement in DRR by implementing a wide range of programmes aiming at alleviating damages inflicted by natural and man-made hazards. The current UNDAF places importance on DRR, while the Joint UN Work Plans 2017-2018 demonstrate the evolving nature of DRR programming across UN agencies, as well as its multidimensional positioning into the three thematic areas of the UN, namely: i) rule of law and human security; ii) sustainable and equitable development; and iii) employment and social inclusion.

The cross-cutting nature of DRR encouraged UN agencies to pursue greater synergies between sectors and programmes. In 2016, UNICEF, FAO and UNFPA, with the support from the Embassy of Switzerland in Bosnia and Herzegovina, implemented small-scale projects aiming to position DRR more effectively in the sectors of education, social protection, health, and agriculture. The results of these initiatives, together with the rest of accumulated subject matter experiences, have informed the design of the joint UN Programme.

Appropriate DRR governance capacities are key to support risk-informed development planning across sectors and government levels

Systemic **local planning has gained momentum in Bosnia and Herzegovina**; however, moving towards risk-informed, climate smart human development planning is a challenge to implement. This is mostly because of the short-term focus of local planners and policymakers who, dealing with limited budgets and the pressures of mandates and immediate priorities, rarely dedicate proper attention on DRR. Lessons learnt from a similar **DRR-mainstreaming effort, particularly through local and cantonal development strategies**, points that institutions need to have adequate capacities to assess all relevant disaster risks across sectors and plan for risk-informed development in a holistic manner. Local planners tend to see impact of DRR objectives only through mortality or injury rates, and plan response needs and costs. Less tangible damage, such as the loss of opportunity for education when schools are closed, or increased unpaid labour by women, is not adequately taken into consideration. Therefore, it is of ultimate importance to make a systemic shift from emergency response planning to DRR-informed development management by focusing on improving local government internal systems, capacities and processes that enable pro-development DRR. These valuable lessons will be considered not only in the Programme efforts at the local level, but also within the process of developing adequate DRR capacities at all government levels as a long-term Programme vision

Moving from risk information to risk knowledge - transform DRR into a language that people understand

A first step towards enhanced management of disaster risk is through greater risk awareness and knowledge. Previous experiences with DRR public awareness raising efforts show that the social dimension of DRR needs to be reinforced, with a shift in focus from the creation of risk information *per se* towards information that is understandable and actionable for different users: in other words, risk knowledge. This lesson learnt comes from numerous DRR-related experiences, showing that much of DRR-related information and public content is based on rather opaque documents, written by specialists for specialists, and on complex approaches understandable only within community of DRR practitioners.

Empower communities and vulnerable groups to take risk-informed action

Bosnia and Herzegovina is a country of significant socio-economic vulnerabilities. Based on the previous experiences in working on DRR in the interest of vulnerable populations, lessons learnt point out that the levels of disaster risks are amplified if coupled with poor living conditions, low income, and limited access to basic social services, especially health, education and access to information. In addition, vulnerable populations are mostly located in hazard-prone locations as a result of economic pressure and social

marginalization, which proved to be a significant obstacle to efficiently performing emergency response operations during the 2014 floods. In the future, this can cause more troubles due to the fact that demographic specifics of the country point at a huge [dependency ratio](#)²⁷, where vulnerable groups of children and elderly represent a big portion of the population. Despite the wake-up of DRR initiatives in Bosnia and Herzegovina, vulnerable populations are still excluded from DRR decision-making processes, resulting in DRR policies not being adjusted to their specific needs. This contributes to limited knowledge of the vulnerable populations about ways to protect themselves in extreme situations and assistance available to reach critical facilities (healthcare, for instance).

DRR governance approaches need to pay attention to the vulnerable. Moreover, people's capabilities to overcome disasters and prevent risks, such as adaptation skills and coping mechanisms, need to be recognized and integrated into DRR analysis and policy design. Thus, people's resilience will be ensured through improved social services, mutual community support, skills enhancement and formal and informal life skills gained through the education system. These will be directly considered by the Programme and its proposed activities.

2.3 Consultations with stakeholders and additional preparatory actions during the inception phase

In order to validate the Programme's approach and ensure its relevance to the country needs, participating UN agencies convened consultations with key stakeholders and partners to be involved in the Programme implementation (a more detailed information is available in *Annex III* enclosed to this document). Discussions with relevant institutions at state, entity, Brčko District and local government levels have been undertaken during the period October 2017 – March 2018. Participating UN agencies have organised meetings with government officials, presented the draft Programme and sought feedback and comments. More than 20 key institutions across government levels have been included in the discussions. In general, all have expressed their support to the Programme, as well as have provided specific recommendations, which were reflected in the Programme document.

In addition, a preliminary analysis has been conducted using the [Climate, Environment and DRR Integration Guidance \(CEDRIG\) approach](#) of the **Swiss Development Cooperation** meant to analyse whether planned interventions are at risk from disaster emanating from climate change. The analysis against the standard check list is enclosed as *Annex IV* to this document.

²⁷ The World Bank Estimates are based on age distributions of UN Population Division's World Population Prospects. Age dependency ratio of old population (people older than 64 - to the working-age population - those aged 15-64) is 23 % in Bosnia and Herzegovina, whereas the ratio of younger dependents (people younger than 15--to the working-age population) is 20%.

3. OBJECTIVES

3.1 Theory of change

The Programme’s end-result strives to support people – with focus on the most vulnerable – and high-risk local communities in Bosnia and Herzegovina to prepare for and adapt to disaster risks and shocks across various development sectors. The Programme aims to introduce and operationalize an integrated model of disaster risk governance and livelihood enhancement at the local level, as a springboard to a bottom-up introduction of DRR governance in Bosnia and Herzegovina.

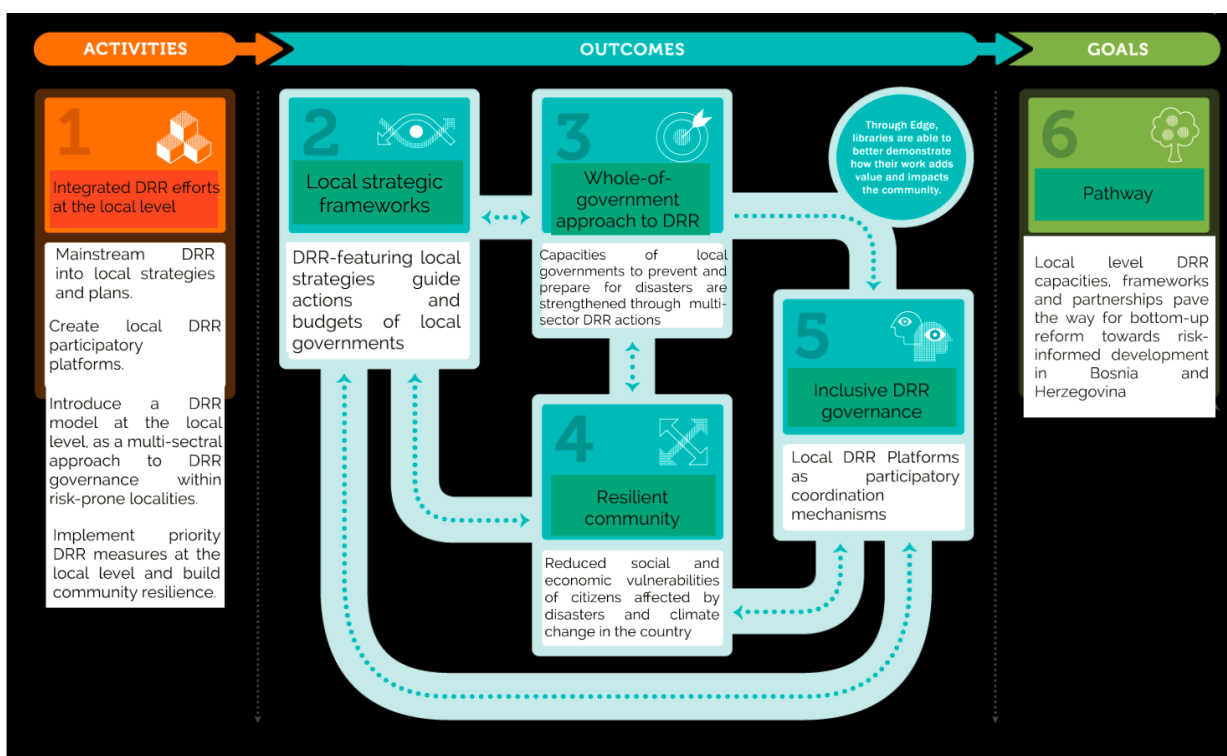
DRR-featuring local strategic frameworks, reinforced by improved capacities, set the ground for longer-term effective and development-oriented DRR governance within risk-prone localities. By engaging **relevant stakeholders** in mainstreaming DRR into local strategies and operational frameworks, the Programme will leverage wider community engagement and introduce a new culture, where “blind” development will be replaced by risk-informed policy action. Having a DRR-featuring local strategies will further trigger subsequent action in the domain.

The Programme will facilitate the affirmation of **“model” preparedness and prevention system at the local level**, which hold the potential for wider horizontal scaling-up country-wide. **Giving local stakeholders a democratic space** to discuss and define DRR-related actions will increase ownership over the process and voice the most vulnerable community members.

By adjusting performance and standards of **protection and rescue, education, social and child protection, health and agriculture sectors, the Programme will contribute to building community resilience in target localities**. Eventually, communities which are practicing disaster resilient livelihoods and benefit from risk-informed DRR and preparedness measures contribute to stronger and resilient economies by safeguarding all development investments from future disaster risks.

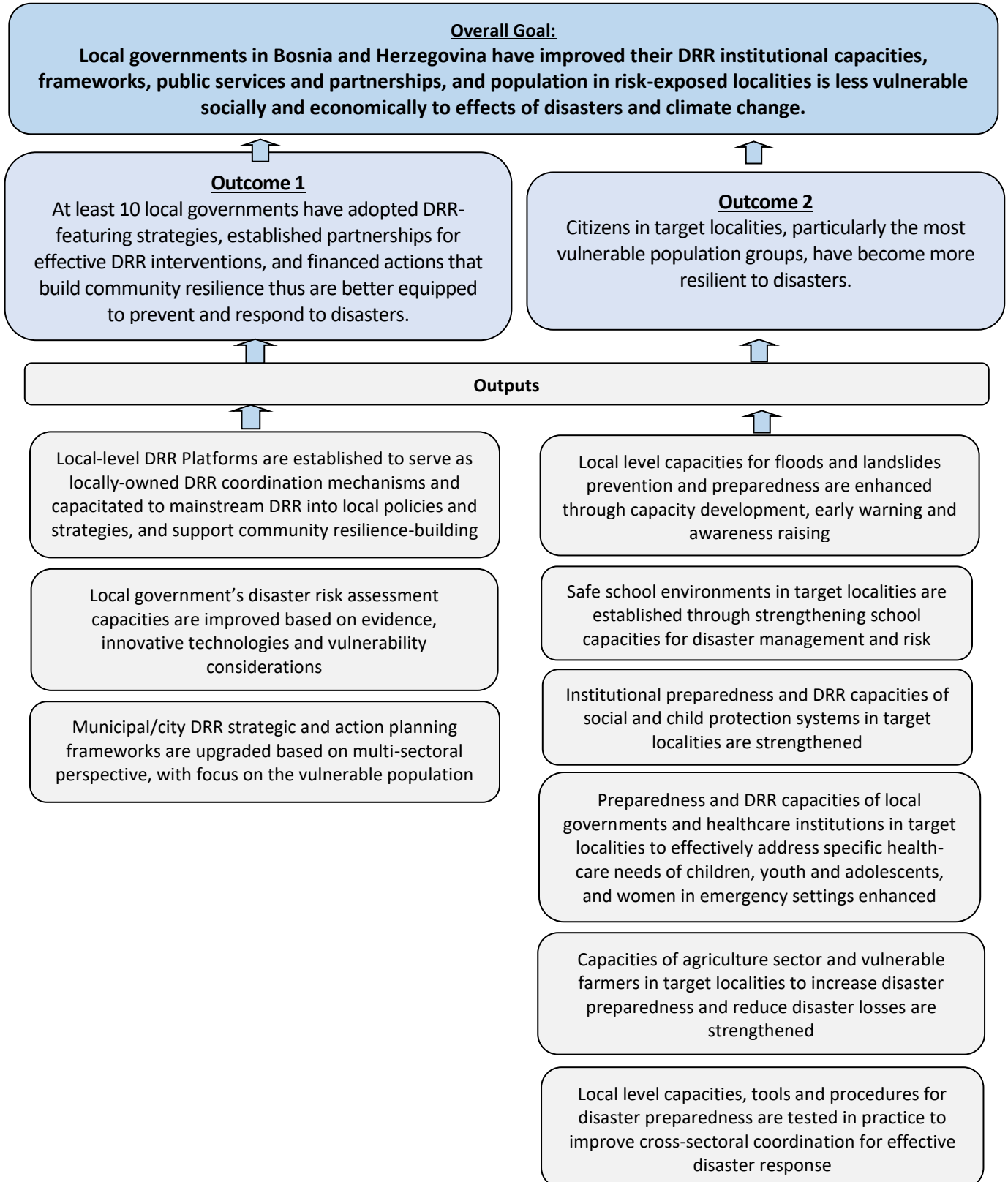
Ultimately, the local DRR model introduced through the Programme is seen as a building block of the wider DRR governance framework in the country.

The impact hypothesis is visualised below:



3.2 Hierarchy of objectives

The end-of-Programme vision is as follows: Governments at all levels in Bosnia and Herzegovina systematically undertake coordinated, multi-sectoral and concrete risk reduction and preparedness measures. As a result, the population in the country is more socially and economically resilient to effects of disasters and climate change.



3.3 Outcomes, outputs and activities

The Joint UN Programme aims to address key DRR priorities identified by local governments and various stakeholders across various sectors: protection and rescue, education, social and child protection, health, and agriculture. The Programme puts special emphasis on improving local DRR coordination mechanisms, as well as affirming risk -informed strategic planning processes with focus on the most vulnerable population groups.

The Programme has two main outcomes, as follows:

- **Outcome 1: At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to prevent and respond to disasters.**
- **Outcome 2: Citizens in target localities, particularly the most vulnerable population groups, have become more resilient to disasters.**

Expected achievements under Outcome 1 include establishing cross-sectoral local DRR partnerships that enable cross-institutional dialogue and coordinated design of the DRR strategic and policy frameworks. As a starting point, the roles and *modus operandi* of the DRR Platforms will be set in place based on the global best practices and [UNISDR Guidelines for DRR Platforms](#), the sectoral mandates and local level needs.

Local DRR Platforms will be established in target risk localities as catalysts for DRR action at the grass-root level. These platforms will gather together local governments and local public institutions, non-governmental organisations, as well as representatives from vulnerable population groups and the private sector. The DRR Platforms will become the community space for identifying and initiating DRR actions, promoting the community's understanding of risk drivers, supporting resilience-building initiatives and contributing to mainstreaming DRR into local strategic and financial frameworks. This process will be reinforced with strengthened capacity of the members of the local DRR Platforms, including in the area of DRR, relevant policies and initiatives, as well as effects of climate change at the community level.

DRR Platforms are expected to carry out the mainstreaming of DRR in local strategic and operational frameworks, as well as engage in their follow-up operationalisation and implementation. The Programme will apply a multi-sectoral lens in embedding DRR into local frameworks (e.g. protection and rescue, education, social and child protection, health, and agriculture). The DRR-featuring local strategies and plans will provide grounds for further systemic work in the DRR area; set priorities and identify responsible implementation bodies; define monitoring mechanisms; create an enabling environment for mainstreaming DRR into other operational and regulatory frameworks at the local level. The strategies and plans will provide indicative financial framework necessary to achieve DRR priorities, which will inform local governments' budget preparation. Since the spatial risk assessments are critical for DRR and climate change programming, the Programme will conduct a series of sectoral risk and vulnerability assessments that will enable proper risk screening and prioritization in the DRR-informed local strategies and their implementation plans.

Outcome 1 will be led by UNDP, in cooperation with other participating UN agencies.

Expected achievements under Outcome 2 will entail piloting and affirming a “DRR model local government”, which embraces a multi-sectoral approach and engages a wide spectrum of local public institutions, local communities, agricultural producers/farmers, local administrations, etc. While Outcomes 1 deals with setting the local DRR strategic framework, Outcome 2 translates the priorities into concrete actions within target high-risk localities. Therefore, through pilot work in different sectors - i.e. protection and rescue, education, social and child protection, health and agriculture, in line with municipal risk assessments findings and DRR priorities, the Programme will coherently put together an integrated local level DRR model, which ensures basic standards and minimum compliance in terms of strategic,

operational, technical and human aspects across different areas of life at the community level. All interventions will be implemented in close cooperation with local DRR Platforms and relevant actors in at least 10 high-risk local governments.

Special attention will be given to the role of civil protection, preparedness, prevention and response, as well as to vulnerability-sensitive approach to different socio-economic and demographic groups at the community level. Ownership and sustainability of these interventions will be ensured through close partnership and potential co-financing by partner local governments., with special consideration of cost-effectiveness. Some of the key sectoral milestones include strengthening of local-level capacities for floods and landslides prevention, enhancing early warning systems, building safe school environments, enhancing institutional preparedness and DRR profile of social, child protection, education and health-related authorities, and improving agriculture sector capacities to effectively prepare, respond and recover from disaster-related losses. Ultimately, these activities are also expected to trigger stronger people-to-people connectivity and trust between local governments and vulnerable populations in Bosnia and Herzegovina.

Specific roles and responsibilities for each UN agency under Outcome 2 are specified in the descriptions below.

Outcome 1: At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to prevent and respond to disasters.

Output 1.1 Local DRR Platforms are established to serve as locally-owned DRR coordination mechanisms and capacitated to mainstream DRR into local policies and strategies, and support community resilience-building.

This output will support the creation of DRR Platforms in partner local governments that will enable inclusive and coordinated DRR action at the local level. These multi-sectoral coordination mechanisms will be capacitated to understand that disasters are a result of poor development decisions and cannot be solved by civil protection alone. The proposed composition, mandates, and capacity building of the local-level DRR Platforms will be consulted and agreed with the partner local governments. Capacitated local DRR Platforms will be directly engaged in the mainstreaming of DRR into local strategies and plans, with particular focus on including the most vulnerable in this process.

1.1.1 Establish DRR Platforms in targeted localities.

As a first step, the Programme will suggest the general i) structure, ii) mandate, iii) composition, iv) members/stakeholders, v) *modus operandi* vi) sustainability and vii) roadmap for basic capacity development of the local DRR Platform. This suggestion will be reviewed and customised, as necessary, by each local DRR Platform.

Further, the Programme will facilitate the actual formation of the DRR Platforms in each target locality, characterised by concrete operational framework to sustain its functioning in the long-run. Local DRR Platforms will be multi-sectoral mechanisms consisting of all relevant local government representatives and local public institutions (prevention, protection and rescue, education, health, social and child protection, economy, agriculture), local communities/*mjesne zajednice*, CSOs, private sector and representatives of the vulnerable population groups.

The expected duration of this activity is 6 months and it will be led by UNDP in close collaboration with other UN agencies.

1.1.2 Provide capacity development assistance on development-oriented DRR

Based on the agreed capacity development roadmap for the DRR Platforms, the Programme will support the design and delivery of basic training programmes for the members of the DRR Platforms and its members. The concrete topics of the training programmes will be determined by DRR Platform members, under the guidance of the Programme.

The training programmes will be designed and delivered by experts and may relate to the overall functioning and management of local DRR Platforms; introduction to the development-oriented DRR concept; manifestations of DRR within various sectors (prevention, protection and rescue, education, health, social and child protection and agriculture); vulnerability-sensitive DRR approach; how DRR can bring positive changes and benefits for communities, etc.

In addition, the Programme will support the design of the DRR Platforms' annual work plans.

Moreover, the Programme will identify and circulate adequate information, publications and best practices that help strengthening the capacity of the DRR Platforms and its members.

The Programme will facilitate meetings of the DRR Platforms (at least 2 meetings annually) within each partner community.

The expected duration of this activity is 4 months and it will be led by UNDP in coordination with other UN agencies.

Output 1.2 Local government's disaster risk assessment capacities are improved based on evidence and innovative technologies, with consideration of vulnerability aspects.

In order to identify and evaluate the best measures for reducing risk, a comprehensive risk assessment is a necessary step to explain the underlying drivers of hazard, exposure, vulnerabilities and capacities. This Output will, therefore, determine the nature and extent of disaster risk by analysing potential hazards and evaluating existing conditions of exposure and vulnerability that together could harm people, property, services, livelihoods, and the environment on which they depend. Disaster risk assessments conducted under this Output will be guided by the state-of-the art methodologies and recommendations of the Sendai Frameworks and shall include: the identification of hazards; their location, intensity, frequency and probability; the analysis of exposure and vulnerability, including the physical, social, health, and economic dimensions; and the evaluation of the effectiveness of prevailing and alternative coping capacities with respect to likely risk scenarios. All these aspects will be analysed from a view point of different sectors.

Activity 1.2.1 Scale-up DRAS system at the local level

The activity will use the DRAS software (tested in the Cities of Dobo and Tuzla for local level risk assessments). The DRAS enables freely accessible hazard data to citizens to increase disaster risk awareness, as well as spatial risk assessments combining hazard, land use and vulnerability data for decision makers. Collection of hazard data will consider the specifics of each community in terms of type of disaster that may occur, and will entail geographical, geological, hydrological, and seismic data, land use data, and other relevant hazard data. Furthermore, data will include demographic and economic data (including vulnerability). The activity will, to the highest extent possible, use already existing scientific data in the country. Although this activity will consider the specific characteristic of each community, focus will be placed on floods and landslides, while exploring possibilities to provide quality data and results for earthquakes.

Further, the Programme will support introduction of the DRAS in at least 10 high-risk local governments, coupled with DRAS-use capacity development. This will ensure smooth anchoring of the system within the target local communities, including through the design and adoption of standard operating

procedures for its use and promotion among the wider public. DRAS trainings will be held by DRR experts. The software is comprised of three modules: Module 1 is publicly available and provides data on the floods and landslides hazards to the public, thus raising public awareness for natural disasters. The module uses hazard maps and projects them to google maps, so citizens can easily use them and zoom in locations of their interest. All data on water and precipitation levels are provided by relevant hydrometeorological institutes and water agencies. The purpose of the DRAS Module 1 is to raise public awareness and knowledge about disaster hazards. Module 2 enables presentation of data related to number and location of vulnerable population groups (elderly, sick persons, socially vulnerable groups, etc.) in spatial form, overlaid with the hazard and risk maps. Access to DRAS Module 2 is enabled through usernames and passwords granted by the UNDP Super Administrator. These credentials determine the level of accessible information. For example, only social workers can access all data regarding the vulnerable population, while other local government users can see only location and category of vulnerable population. DRAS recognizes three categories of vulnerable population: response, recovery, and both, as well as 10 sub-categories (elderly, sick persons, socially vulnerable groups, etc.). These categories determine order and type of actions regarding vulnerable population in case of natural disaster. The data on vulnerable population is provided by the Social Welfare Centres and their field workers. Mobile application for android and iOS is also developed as part of the DRAS Module 2. Social field workers use this application to collect data and locations of vulnerable people in the field. Module 2 can be used for prevention, preparedness, and contingency planning for disaster response for vulnerable people. Module 3 enables calculating, spatial mapping and visualization of floods and landslides risk maps in accordance with relevant methodologies and EU Floods Directive. The risk calculation process is based on relevant data on hazards, terrain characteristics and land usage attributes. Access to the DRAS Module 3 is also enabled through usernames and passwords granted by UNDP Super Administrator. This module is accessible for local governments officials only. The module projects risk maps to google maps and enables governments officials to freely draw consideration polygons (area of interest) and to make risk assessment analysis for those consideration polygons. All data regarding land usage attributes and hazard maps can be easily updated when needed and DRAS will automatically calculate new values for floods and landslide risks. The software does not require installation on a specific computer. Instead, the DRAS and its database is placed on a server (cloud) provided by UNDP.

Once installed and populated, the DRAS will be also utilised and informing specific activities of other participating UN agencies (i.e. for actions at the local level related to school safety, social and child protection, etc.).

Within the Programme lifespan, UNDP will seek to gradually transfer ownership and maintenance of DRAS to relevant institutions (most likely entity Civil Protection Agencies and Brčko District), with links to entity geodetic administrations as holders of Infrastructure of Geospatial Data (IGDS), which is the most important spatial information system at the entity level. This is in line with relevant entity and Brčko District legislation, requiring Entity Civil Protection administrations to maintain database on civil protection capacities and disasters on their territories. Also, this will contribute to implementation of the Directive 2007/2/EC of the European Parliament and the Council for Spatial Information Infrastructure (INSPIRE) and requirements that data on human activity within this space should be stored in one place and legal prerequisites that enable this.

The expected duration of this activity is six months and will be implemented by UNDP in liaison with other UN agencies.

Activity 1.2.2. Develop/update local risk assessments based on DRAS

Development or update of risk assessments in the target local governments will be undertaken based on hazard maps and using the DRAS software. This will, for the first time, enable local governments to use spatial data, existing scientific information, and analysis, as well as include vulnerability information into risk assessments. Updated risk assessments will enable risk-based planning and risk-informed decision-making

for local government officials and will be conducted in close cooperation with the established DRR Platforms at local level, enabling usage of the risk assessment across different sectors and not only civil protection.

The expected duration of this activity is 4 months and will be implemented by UNDP in cooperation with other UN agencies.

Activity 1.2.3 Conduct school safety assessments using (VISUS) methodology in 40 schools within target localities

This activity will be implemented in two steps, in close cooperation with the faculties of Architecture and Civil Engineering in Sarajevo/Mostar and Banja Luka, depending on the selected localities. The Programme will support delivery of training for professors and students within selected faculties on the application of the VISUS methodology. Moreover, the Programme will apply the VISUS methodology to assess school facilities in selected localities, including findings and recommendations for improvement of school safety. In doing so, the Programme will consider information from the DRAS installed within local administrations, while results and relevant data will be used to upgrade information within the DRAS.

The VISUS methodology allows for assessing schools in a holistic and multi-hazard manner that considers: site conditions, structural performance, local structural criticalities, non-structural components, and functional aspects. This safety assessment methodology facilitates the decision-making process in the definition of rational and effective safety-upgrading strategies and allows decision makers to take science-based decisions on where and how they may invest available resources for strengthening the safety of schools, to enhance safety of students and teaching staff in an efficient and economical manner.

To ensure sustainability, the safety assessment methodology will be shared with local governments and their responsible department, so to encourage its systemic future use in terms of schools' safety approach, as well as planning of adequate measures and investments from public budgets.

The expected duration of this activity is seven months and will be implemented by UNESCO and UNICEF in cooperation with other UN agencies.

Activity 1.2.4 Conduct local vulnerability assessments with focus on social and child protection sector

Social and child protection, as well as health and education systems at the local level will be supported to undertake risk and vulnerability analysis and enhance capacities for data management and reporting on risks and vulnerabilities, including identification of the most vulnerable children, adolescents and women for targeted activities.

A mapping of vulnerable households with children and other vulnerable groups will be developed in each target location. The mapping will distinguish between the chronically poor and those likely to suffer from transitory poverty due to shocks. The activity will be conducted by the Centres for Social Welfare, in close cooperation with Civil Protection and local communities/*mjesne zajednice*, while utilizing the hazard data collected through the DRAS system.

The assessment methodology will be handed over to relevant local government departments, as well as to social protection local institutions. Data collected through the assessment will be populated within the DRAS, to enable future vulnerability-sensitive decision-making and implementation of adequate DRR measures.

The expected duration of this activity is 5 months and will be implemented by UNICEF in cooperation with other UN agencies.

Activity 1.2.5 Conduct local risk assessments with focus on agriculture sector

This activity aims to conduct local/community risk assessments, through which hazards, vulnerabilities, and coping capacities of those whose livelihoods are dependent on the agriculture sector will be assessed. The community-based mapping exercise will use participatory rural appraisal tools, such as e.g. pair wise

ranking and Venn diagram; discussions with community members, farmers and agricultural producers on the hazards, vulnerabilities, and coping capacities, etc.

The findings and results of this activity will serve as platform for defining potential agricultural mitigation, prevention, and preparedness measures (activity 3.5.2) meant to reduce the impact of the natural hazards in the agriculture sector. The assessment methodology and findings from the selected 10 local governments will be widely shared with other relevant local governments, as well as other relevant agriculture support institutions and organisations (extension services, etc.).

The expected duration of this activity is six months and will be implemented by FAO in cooperation with other UN agencies.

Activity 1.2.6 Technical assistance for consolidation of all sector-specific DRR assessments

Many of sectoral stakeholders often have a different understanding of disaster risk, exposure and vulnerabilities which can lead to fragmentation of methodologies, concepts and datasets used. To avoid disconnection of sector-specific DRR assessments and thematic scopes, the Programme will provide technical support in the process of meaningful consolidation of risk assessments conducted under activities 1.2.1, 1.2.2, 1.2.3, 1.2.4, 1.2.5 to inform/initiate update of harmonized municipal risk assessments.

These would help ensure that all risk assessments conducted at sectoral levels adhere to a certain level of standards and benefit from common methodologies and relevant datasets. The consolidated draft assessments will be shared with and discussed by the local DRR Platforms that will take forward the level and form of formalisation of risk assessments in partner local governments. Furthermore, this activity will contribute to presentation of the results in a format that is understandable, relevant, and useful to the stakeholders and public and thus contribute to overall disaster risk awareness and education.

The expected duration of this activity is 2 months and will be led by UNDP in coordination with other UN agencies.

Output 1.3 Municipal/city DRR strategic and action planning frameworks are upgraded based on multi-sectoral perspective, with focus on the vulnerable population groups

This Output aims at improving strategic framework for DRR at the local level through established DRR Platforms and improved methodology for mainstreaming DRR in local strategic and operational frameworks. The upgraded methodology for DRR mainstreaming will integrate multi-sectoral approach (prevention, protection and rescue, education, health, social and child protection and agriculture)²⁸ and will be based on the enhanced risk assessments conducted under Output 1.2.

This Output will follow the relevant provisions from the Sendai Framework related to inclusion of vulnerable population in the overall design and implementation of DRR strategies and policies: “Governments should engage with relevant stakeholders, including women, children and youth, persons with disabilities, poor people, migrants, indigenous peoples, volunteers, the community of practitioners and older persons” when drawing up plans in relation to disaster risk reduction.”

Activity 1.3.1 Upgrade local governments’ strategic/action planning frameworks based on the multi-sectoral assessments, considering all-of-government approach

The upgrade of the existing methodology for mainstreaming DRR into local strategic and operational frameworks will include all relevant sectors and will be based on the enhanced risk assessments in various sectors (undertaken in the framework of this Programme).

²⁸ As underlined in UNISDR Guidelines for DRR Strategy Requirements, “DRR strategies need to approach mainstreaming as an incremental process with the objective to provoke a shift in organizational culture that ensures that development gains are protected from the impact of disasters”.

The methodology will take into consideration the existing approaches and global practices, such as the Climate, Environment and Disaster Risk Reduction Integration Guidance (CEDRIG) and the principles defined within the [How To Make Cities More Resilient \(Ten Essentials for Making Cities Disaster Resilient\)](#) by the United Nations Office for Disaster Risk Reduction.

Further, the Programme will support the update of local governments' strategic/action planning frameworks by integration of DRR into local development priorities, measures, and budgets, in consultation with the DRR Platforms. By integrating DRR into local development strategies, local governments will create detailed and comprehensive strategic overview, needs assessment and directions for DRR in their communities, with clearly defined roles and anticipated actions across government sections. All engaged UN agencies will be consulted in the mainstreaming of DRR into local strategies/plans, to ensure sound cross-sectoral perspective.

Focus will be placed on embedding social and child protection DRR measures and activities into local strategies and their implementation plans, in coordination with relevant local institutions, such as Centres for Social Welfare, etc.

The refined methodology for integrating DRR into local strategies and operational frameworks will be handed over to both entity Associations of Municipalities and Cities for further dissemination.

Operational measures or projects included in the local governments' action plans will also take into consideration priorities defined within the sectoral risk assessments (agriculture, education – school infrastructure; social and child protection, or other relevant actions in the competencies of local governments).

The expected duration of this activity is six months and will be led by UNDP in direct interaction with UNICEF and in coordination with all other participating UN agencies.

Outcome 2: Citizens in target localities, particularly the most vulnerable population groups, have become more resilient to disasters

Output 2.1. Local level capacities for floods and landslides prevention and preparedness are enhanced through capacity development, early warning and awareness raising

Risk assessments and DRR-featuring local strategies provide solid foundations for identification of priority DRR actions meant to increase community resilience. This Output will aim to translate identified strategic priorities into implementable actions undertaken by local governments in partnership with other local institutions and stakeholders. This output will not only contribute to strengthening resilience of the target communities, but also stimulate actual use of risk assessments for evidence-based and vulnerability-sensitive decision-making and action at the local level. The specific actions will depend on the priorities and needs of each locality, keeping the general focus on floods and landslides early warning systems, overall preparedness, and response capacities, as well as community awareness. Actions planned by local governments may include (but not be limited to) engineering activities, trainings, procurement of equipment, development of relevant preparedness and response plans, simulation exercises, public campaigns, etc. The Programme will ensure risk-informed and climate-smart technical design and implementation of all infrastructure investments, to minimize disaster risks.

Activity 2.1.1 Implement flood-prevention actions

The Programme will support preparation of a long list comprising structural and non-structural interventions from local governments. This will be done based on existing participatory flood risk management plans, as well as local development strategies and the sectoral risk assessments. The lists will involve developing potential flood risk management solutions, while keeping a balance between hard-engineering (structural) and soft-engineering (non-structural) interventions.

The long lists will be examined and qualitatively assessed in terms of the socio-economic, environmental, engineering, and hydrological impacts of the interventions. This will be coupled with feedback from the stakeholders, to refine the preferred measures(s) and re-assess their technical and socio-economic impact.

Feasibility and full-fledged design of the selected interventions will be conducted once the preferred options have been identified. Feasibility outline and detailed design studies will be carried out on each preferred option/flood alleviation scheme. Cost and quantity estimates of each structural measure will be carried out based on locally acquired cost data.

Concrete interventions may include community afforestation scheme on the flood plains; establishment of locally controlled and managed flood zones; watershed rehabilitation works; etc., prioritising these interventions that directly address and decrease vulnerability of the population. Implementation of the priority interventions is envisaged in at least 10 local governments. Local governments are expected to co-finance the support by the Programme.

The expected duration of this activity is twenty months and it will be led by UNDP, in cooperation with other participating UN agencies.

2.1.2. Implement landslide prevention actions

The Programme will also identify landslides management needs in local communities based on local development strategies and risk assessments. These needs may include structural (landslides rehabilitation, forestation), as well as non-structural measures (landslides management training, development of cadastres, prevention community actions, land management).

Actions to be implemented will be selected through participative approach, involving landslides experts and benefit-cost ratios and the socio-economically preferred option(s) for each local government.

The Programme will support the design of selected preventive actions based on concrete needs and addressing vulnerabilities of the population. Implementation of identified and selected preventive actions is envisaged in partner local governments. Local governments are expected to co-finance the support by the Programme.

Expected duration of this activity is twenty months and it will be led by UNDP, in coordination with other UN agencies.

2.1.3 Support preparedness of local communities, including camp management and coordination

The Programme will identify localities which do not have prevention and preparedness plans (as per the Checklist of compliance with the concept of disaster risk reduction) and will support their design. The plans will strengthen the overall system for protection and rescue, as they are essential parts of functioning of the overall civil protection system and are legally required.

Further, capacities for camp management and coordination will also be strengthened through organisation of tailored camp coordination and camp management (CCCM) training of trainers (ToT) for selected staff from Civil protection, the Red Cross and other relevant institutions at different government levels. The training aims to bring together partners in the CCCM sector to develop shared understanding on the roles and responsibilities in camp management, camp coordination and camp authorities in camps/collective centres. The training aims to raise awareness of international protection and assistance principles, approaches and standards in camps and camp-like settings and build competence in using CCCM guidelines and tools.

The expected duration of this activity is twenty months and it will be led by UNDP, in cooperation with IOM (responsible party).

2.1.4 Establish early warning systems

The Programme will design and implement a flood forecast early warning system (FFEWS). This will be done based on the review of existing flood forecasting elements of the FFEWS, as well as on the assessment of institutional arrangements and capacity for flood forecasting and flood emergency response. Based on the identified requirements for flood forecasting model(s) (considering all appropriate industry-standard software or bespoke software), the scope of the flood forecasting models, a fully integrated FFEWS will be developed. This will lead to establishment of community-based early warning systems, including purchase of relevant equipment and delivery of trainings.

Taking into consideration the overall designed FFEWS, community surveys will be conducted to identify optimum locations for community-based schemes. Community-based early warning systems will be implemented in at least 3 pilot sub-catchments, to test the efficacy of such schemes. These are likely to be on tributaries, which will not normally experience main-river flooding problems and are therefore more isolated. The need for community-based schemes is therefore greater in such areas, as they may also not be “connected” to any of the early warning systems existing for the main river. It also helps to ensure that equipment and systems are provided to catchments that may be overlooked in a wider early warning system. Equipment will be purchased, and trainings conducted, including guidance for the development of a flood forecasting and early warning system.

Expected duration of this activity is twenty months and it will be led by UNDP, in coordination with other UN agencies.

2.1.5. Raise community and citizens’ awareness on hazards

The Programme will assist in the design of a campaign on community and citizens’ awareness on hazards. The campaign design will take into consideration current needs to increase preventive and preparedness activities for citizens. The overall aim of the campaign will be to increase citizens’ awareness on hazards through promotion of hazard data and practical prevention and prevention aspects of citizens activities.

The campaign will indirectly target whole of country and directly local communities where the Programme is implemented. Focus of the media campaigns (electronic media, social media, publications, local community gathering, etc.) will be placed on the vulnerable population groups, together with the wider public. The campaign will be designed as a promotion and learning tool on the benefits and ways of preventions for the citizens. Moreover, the campaign will be promoting the public module of the DRAS, encouraging citizens to use it.

The expected duration of this activity is ten months and it will be led by UNDP, in direct interaction with all other participating UN agencies.

Output 2.2. Safe school environments in target localities are established through strengthening school capacities for disaster management and risk reduction

This Output will focus on building a safe and resilient school environment through provision of tailored support to school administrations in target localities to develop and anchor effective disaster preparedness and response procedures and capacitate relevant stakeholders to apply them in practice. Further focus will be placed on enabling DRR-related dialogue between teachers, parents and children that will lead to intensified promotion of DRR integration into education plans and programmes and building resilience of the education systems to disaster-related threats.

2.2.1 Establish and capacitate school disaster management committees in target localities

The intervention will enable stronger collaboration between the education sector and the disaster management counterparts through promotion of the Safe School concept, including the following: capacity building of relevant local stakeholders to inform the right decisions for school site selection, design, construction and maintenance; strengthening School Disaster Management through developing

collaboration protocols and introducing early warning mechanisms for schools; promotion of risk reduction education for children and young people, etc.

The Programme will support the creation of School Disaster Management Committees - school-level bodies which consist of teachers, parents, school committees and students' representatives. The Committee will be responsible for the development of school disaster preparedness and response plans, identification of evacuation routes and undertaking regular simulation exercises, involving all stakeholders to authenticate the appropriateness of the plan and undertake periodic reviews accordingly. Regular involvement of parent – teachers' associations will be ensured, to engage these groups in the design and implementation of school safety measures in schools.

The expected duration of this activity is eighteen months, and it will be led by UNICEF and UNESCO, in coordination with all other participating UN agencies.

Output 2.3. Institutional preparedness and DRR capacities of social and child protection systems in target localities are strengthened

This Output will focus on increasing resilience of the social protection systems and services in target localities, as well as integrating vulnerability-sensitive DRR approach into the operation of social welfare institutions. This will be achieved through capacity development of the Centres for Social Welfare, anchoring standards and procedures for emergency preparedness and response in close collaboration with civil protection authorities, as well as providing services to the vulnerable population groups in disaster times.

2.3.1 Strengthen DRR capacities of selected Centres for Social Welfare by developing and adopting standard operating procedures for business continuity and trainings for social welfare professionals

Building on the initial steps already taken with regard to the positioning of the social and child protection sector within the country-wide DRR agenda, the intervention will strengthen the capacities of selected Centres for Social Welfare (CSWs) for institutional preparedness and business continuity during crises, as well as strengthen the capacity of social workers to identify vulnerabilities prior to a crisis and effectively deal with all vulnerable populations responding to their needs. Poor children, families and communities already have limited coping mechanisms, so the effects from disasters can be devastating. The activity will include trainings of the CSW staff on the DRR and relevant social protection themes (the role of social and child protection in DRR; vulnerability assessments and DRR action planning; psychosocial support to beneficiaries during and after the emergencies).

To ensure the business continuity of CSWs during emergencies, the CSWs will be technically supported to revisit/develop their standard operating procedures (SOPs) to identify key actions and procedures that need to be put in place during the preparedness phase. The SOPs will include both institutional preparedness and the referrals with other social sectors and other key actors in emergencies.

Expected duration of this activity is 12 months and it will be led by UNICEF in liaison with other UN agencies.

2.3.2 Develop procedures and Standard Operating procedure (SOPs) to deal with cases of violence, neglect, abuse, and exploitation, as well as separated children in emergencies

The intervention will include the development of SOPs to deal with cases of violence, abuse, neglect and exploitation, as well as separated children in emergencies. Where the development of specific SOPs is not considered feasible and/or valuable, UNICEF will ensure with local partners that emergency preparedness plans integrate appropriate child protection interventions in all steps (prevention, mitigation; preparedness; and response, early recovery), and that appropriate referral services are in place in all disaster-prone areas.

The SOPs will build on the framework principles and standards provided by: The Child Protection Rapid Assessment Toolkit, The Child Protection Minimum Standards, the Sphere Standards, and the IASC Operational Guidance for Coordinated Assessments in Humanitarian Crisis.

The SOPs will contain guidance for professionals on case management when dealing with children with protection concerns, on mechanisms for preventing and responding to specific child protection concerns; and referral mechanisms. UNICEF will support dissemination and awareness raising of the SOPs and provide capacity-building of relevant professionals, from Centres for Social Welfare, and relevant CSOs, in the application of the SOPs.

Expected duration of this activity is 12 months and it will be led by UNICEF, in liaison with other participating UN agencies.

2.3.3 Implement DRR-related social protection actions

The Programme will support implementation of social protection measures, as embedded within local strategies and their implementation plans within target communities. Specifically, the Programme will support DRR awareness raising within communities; provision of technical assistance for specific actions; small-scale grants to local communities (for supplies, capacity building, soft investments, etc.)

Expected duration of this activity is 12 months and will be implemented by UNICEF, in coordination with other UN agencies.

Output 2.4. Preparedness and DRR capacities of local governments and healthcare institutions in target localities to effectively address specific healthcare needs of children, youth and adolescents, and women in emergency settings enhanced

This output will enhance awareness on hazards, vulnerabilities and emergency-related health concerns of women, children, and youth by promoting health-related emergency preparedness and response measures in 10 target local communities. The resilience of the women, children and youth will be built by strengthening of the health sector, specifically in relation to immunization, breastfeeding, sexual and reproductive health, and prevention of gender-based violence during emergencies.

To achieve multi-angle integration of DRR in the health sector, this Output will offer initial service package for sexual and reproductive health in emergencies to relevant stakeholders, thus ensuring a coordinated action designed to prevent excess morbidity and mortality, particularly among women and girls at the onset of humanitarian emergencies.

Focus will also be placed on eradicating gender-based violence in humanitarian setting and ensuring that survivors are treated with dignity and receive necessary multi-sectoral integrated services to help rebuild their lives.

2.4.1 Map stakeholders who deal with sexual and reproductive health (SRH) and gender-based violence (GBV) in emergencies

Training sessions will be organised for relevant community stakeholders (health care workers, civil protection, Centres for Social Welfare, police, local governments, non-governmental organisations, media, etc). To ensure adequate response to matters related to SRH and GBV within local strategies and plans, as well as expand the pool of people who are well equipped to provide SRH and GBV services during emergencies, UNFPA will conduct mapping of stakeholders who deal with these issues in emergencies. This activity will be conducted by two consultants and will cover the wider geographic areas in Bosnia and Herzegovina most prone to disasters, as well as specifically the selected target localities.

The expected duration of this activity is 3 months and it will be led by UNFPA, in liaison with other participating UN agencies.

2.4.2 Develop SOPs for SRH and GBV in emergencies and educational material for local governments

This activity entails development of SOPs that provide clear and unambiguous guidance for local stakeholders on how to provide SRH services and prevent gender-based violence in emergencies, as well as to facilitate access to multi-sector response services for affected population. These SOPs will be developed by experts in SRH and GBV in emergencies in cooperation with relevant stakeholders responsible for provision of such services in local communities. Besides SOPs, experts will develop localised versions of educational materials for capacity building of relevant stakeholders within the selected target communities.

The expected duration of this activity is 3 months and it will be led by UNFPA, in liaison with other participating UN agencies.

2.4.3 Strengthen capacity of local stakeholders through training

International and national experts will deliver training programmes. The training will strengthen capacity of relevant institutions across government levels for delivering SRH actions in situations of natural disasters and emergencies, as well as will promote the notion among a wider group of stakeholders (non-governmental organizations, etc.) regarding the importance of integrating sexual and reproductive health aspects in emergency response plans at all levels.

It is planned to initially organise a training of trainers that will serve as a pool of local experts in emergencies. Afterwards, international experts and newly trained local experts will lead four five-day trainings for a minimum of 25 participants from selected local communities per training session. Selection of participants will be based on the findings of the mapping (activity 3.4.1). Upon completion of the training, participants are expected to use the acquired knowledge and skills in accordance with their respective competences and settings, as well as to disseminate the knowledge to their institutional/organisational colleagues.

The expected duration of this activity is 48 months and it will be led by UNFPA, in liaison with other participating UN agencies.

2.4.4 Strengthen capacity and raise awareness of health professionals on the importance of immunization as a disaster preparedness measure through trainings

This will be achieved by conducting capacity building of health professionals on the importance and need for immunization in emergencies. Firstly, a standardized training package on this topic will be developed by consultants. Using the training package, a Training of Trainers (ToT) will be organised for health professionals from the Institutes of Public Health (IPHs) to ensure sustainability of knowledge transfer. Further support will also be provided to the IPHs in delivering training for health professionals and institutions at the local level within the selected priority localities. Additionally, public campaigns on immunization will raise awareness of the public.

The expected duration of this activity is twenty months and will be led by UNICEF, in liaison with other participating UN agencies.

2.4.5. Support health systems raise awareness and promote exclusive breastfeeding practices before, during and after emergencies in target localities through trainings and information, education and communication (IEC) activities

This activity will promote improved care practices, such as exclusive breastfeeding and safe space for counselling for pregnant and lactating women. Strengthening systems and capacities for breastfeeding support is a crucial form of emergency preparedness. Putting programmes and actions in place that normalize breastfeeding will create clear steps and standards for supporting mothers to breastfeed even when an emergency affects them. This activity will be designed to increase awareness of health

professionals on the importance of breastfeeding before, during and after the emergencies and will support public health campaigns on immunization and breastfeeding in emergencies. Information materials will be developed and shared with all relevant partners and the wider public.

Additionally, if the selected target localities do not have a Baby-Friendly Hospital, UNICEF will support the accreditation of hospitals, to create sustainable solutions for breastfeeding.

The expected duration of this activity is 36 months and will be led by UNICEF, in liaison with other participating UN agencies.

Output 2.5. Capacities of agriculture sector and vulnerable farmers in target localities to increase disaster preparedness and reduce disaster losses are strengthened.

Activity 2.5.1 Strengthen capacity and awareness of farmers and agricultural producers on DRR, and promote good practices and technologies to reduce the impact of natural hazards in the agriculture sector

FAO will use its [Farmer Field School \(FFS\) methodology](#) to identify, select, test and validate various prevention and mitigation options that help reducing the impact of natural hazards – specifically floods and droughts - on agriculture. A series of discussions will be initially organised to provide for better understanding of the local context, as well as offer information on the interest and willingness from farmers to participate in this pilot application of the assessment. Several FFS focus groups will be established comprising 20-25 farmers (gender equality will be considered), which will test and validate certain good practices and technologies. Participating farmers will be from target localities and will be selected based on an open Call for Participation in the piloting.

These FFS groups will meet once a week in a local field setting, under the guidance of a trained facilitator (e.g. agriculture extension staff, researchers, etc.) who will observe and compare two plots over the course of an entire cropping season. One plot will follow local conventional methods, while the other will be used to experiment with what are considered best practices. They will experiment with and observe key elements of the agro-ecosystem, exchange knowledge and information. Farmers will learn about a wide range of topics during the weekly FFS sessions, such as management of soil fertility and water resources, while their awareness on DRR and climate change will also be strengthened.

At the end of the season, the FFS groups will organise a field day to show e.g. local policy makers, extension staff and other farmers what they have been doing. Exchange visits with other FFSs may also take place. In order to validate that the good practices and technologies are able to reduce the impact of natural hazards on agriculture, they will require to be tested during at least three cropping cycles.

The expected duration of this activity is twenty months and it will be led by FAO, in coordination with other participating UN agencies.

Output 2.6. Local level capacities, tools and procedures for disaster preparedness are tested in practice to improve cross-sectoral coordination for effective disaster response

This Output will enhance local-level preparedness by cross-sectoral simulation of an event that replicates selected aspects of a real emergency to provide local stakeholders an opportunity for testing emergency procedures in place and raising awareness of preparedness and response requirements and actions. The special focus will be placed on vulnerable population groups and their specific needs in emergency response operations, as well as importance of well-established coordination between protection and rescue, education, social and child protection, health, and agriculture sectors to enable multi-sectoral integrated services in disaster response times.

2.6.1 Support and conduct simulation exercise with focus on protection and rescue, education, health, social and child protection and agriculture sectors

Simulation exercises promote a culture of DRR and enhance preparedness for effective response, as also stated by the Sendai Framework for Disaster Risk Reduction. Simulations help prepare risk-exposed communities and allow for stress testing plans and systems to reduce challenges in the face of a crisis, ranging from coordination and security to administrative and technical difficulties, as appropriate to local needs.

Therefore, this activity focuses on conducting a simulation exercise in a selected local government, to test in practice the prevention and preparedness plans, SOPs and business continuity plans developed in activities 2.1.4, 2.2.1, 2.3.1, 2.3.2, 2.4.2, 2.4.4, 2.4.5 and 2.5.1. This activity will entail simulation of an emergency in a selected locality, which would require action by all relevant institutions engaged in the Programme. Thus, the activity will test preparedness of various institutions, as well as will draw lessons from gaps or mistakes during the emergency simulation.

The simulation exercises will involve all relevant stakeholders from protection and rescue, education, social and child protection, health, and agriculture sectors, as well as a target community, school administrations, hospitals and volunteers. Depending on the sectoral focus and local needs identified, the joint simulation exercise will consist a combination of table top, drill and field exercise models. Specific attention will be given to testing assistance provision to vulnerable groups during emergency response - like children, the elderly, women, people with disabilities, etc.

Upon completion of the simulation, stakeholders (including the relevant DRR Platform) will conduct a joint evaluation of the key challenges and gaps identified during the exercise, capture all lessons learnt and make concrete and actionable recommendations to improve cross-sectoral emergency preparedness standards and practice in the future.

The expected duration of this activity is one month and will be led by UNDP in direct interaction with all participating agencies.

4. IMPLEMENTATION STRATEGY

4.1 Main Programme concepts

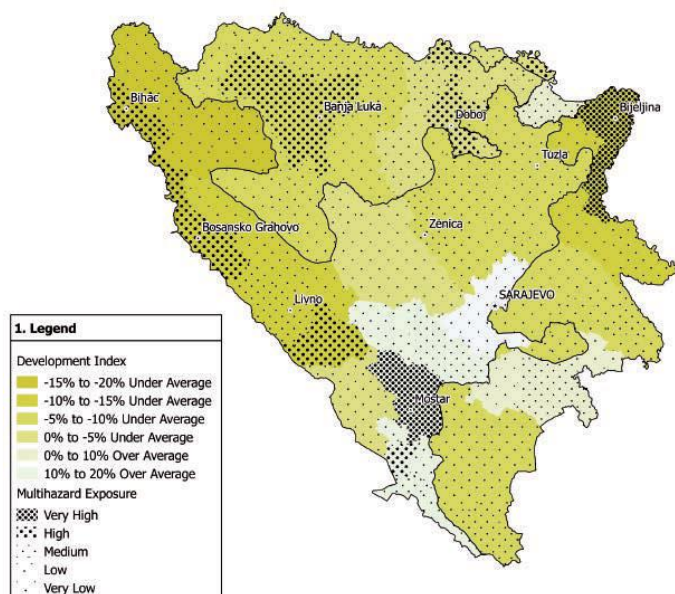
Development-oriented DRR

Global models suggest that the risk of economic losses is rising as a result of the rapidly increasing value of the assets that are exposed to major hazards. In addition, a large proportion of losses continue to be associated with small and recurring disaster events that severely damage critical public infrastructure, housing, and production – key pillars of growth and development in low and middle-income countries.²⁹

Protecting hard-earned development gains from the impacts of disasters is of the utmost importance for sustainable development. This Programme aims to introduce a shift in understanding of disaster risks as not a result of natural hazards alone, but in fact, deeply rooted in development decisions that unwittingly increase existing levels of vulnerability or exposure to natural hazards.

Similarly, one of the overarching concepts and rationale behind this Programme is to promote the notion that disasters, in addition to evident economic losses and harmful consequences to human lives, also represent a significant opportunity cost for development, as resources invested in disaster response and recovery could be used to make investments in infrastructure, social protection, public health and public education. Timing appears favourable for promoting the concept of development-oriented DRR in Bosnia and Herzegovina for several reasons. The fresh memory of the 2014 floods, coupled with hazard and risk

profile of the country with recurring small-scale disasters, aging infrastructure, and high portion of vulnerable and risk-exposed population, urge for DRR rather than large-scale humanitarian approaches. This means that although Bosnia and Herzegovina is being a middle-income country, other socio-economic indicators need to be taken into account while measuring vulnerability, looking beyond financial figures only.



Socioeconomic and multi-hazard map of Bosnia and Herzegovina

making these groups less able to anticipate, cope with, resist and recover from the impact of disasters.

One of the fundamental Programme concepts is guided by the prioritization of specific human vulnerabilities in policy and practical approaches to DRR. The concept is stirred by the recent [Human Development Report 2016 Risk-Proofing the Western Balkans: Empowering People to Prevent Disasters](#). Vulnerable population disproportionately suffers from disasters. Thus, we need to pursue a DRR agenda that considers the role that people play, both as victims/survivors of disasters and as agents of change.

²⁹ [UNISDR Global Assessment Report on Disaster Risk Reduction](#), 2015.

This proactive approach can be summarised as reducing risks for people and by people. Therefore, vulnerability-informed DRR:

- recognises that the vulnerability of people and communities matter;
- recognizes specific forms of vulnerability and takes them into consideration in DRR measures and approaches: physical, economic, social, and environmental.
- protects vulnerable against disaster risks through provision of vulnerability-sensitive measures, tools, and approaches;
- builds their resilience and empowers them to protect themselves; and
- enhances their choices and opportunities through the process and outcome.

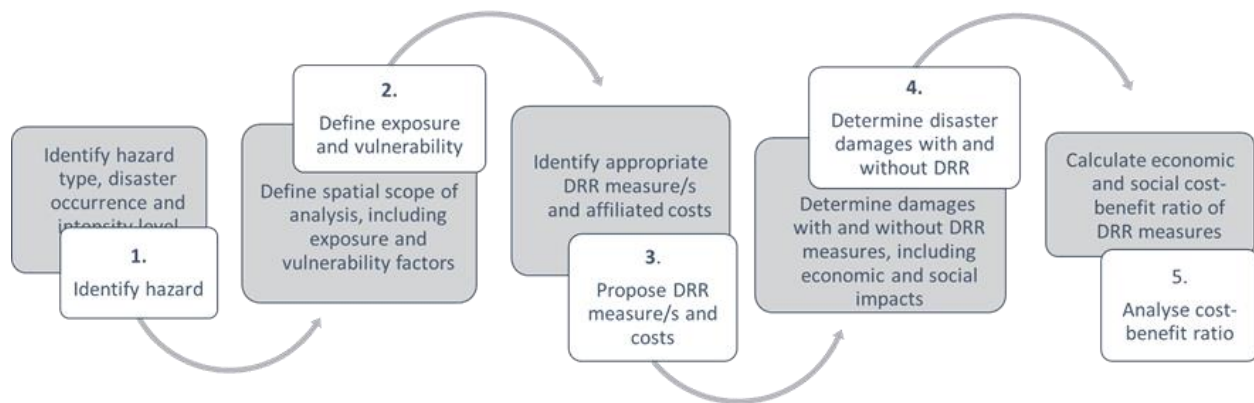
Whilst the identification of vulnerabilities in society is important to enable DRR resources to be targeted, it is important that the identification of groups as vulnerable does not limit the opportunities of these people to be perceived as agents of change and active contributors to communities' resilience. This is a great change in thinking for Bosnia and Herzegovina as a country prone to natural and human-made hazards and high number of vulnerable population groups.

Disaster risk governance – prerequisite for building a culture for prevention and resilience in the public administration

Emergency management is a specialized technical domain relevant not only to disasters but also to technological accidents, civil disturbances, and other events. While emergency management has evolved as a stand-alone sector addressing the challenges of responding to various shocks, the governance arrangements required to manage disaster risks need to interweave with the broader governance arrangements used by countries to manage economic and social development. The political and economic support for DRR is one of the key prerequisites for ensuring that development is protected from disasters not as occasional events but as a contentious threat through management of risks which are generated and accumulated on an ongoing basis. This requires translation into cross-sectoral DRR strategic planning, coupled with adequate financing of the disaster risk management measures and continuous investments in human and institutional capacities of various development sectors, to ensure that DRR has some level of guaranteed resources. Good governance and disaster risk reduction are mutually supportive. Policy, institutional, and financing arrangements need to sufficiently prioritize disaster risk reduction and establish accountability mechanisms in place to follow through with their implementation.

Weighing benefits against costs in DRR – a way to popularize DRR as a multi-beneficial approach

Disaster risks are inherently characterized by uncertainty in terms where and when disasters will strike, and what (and how much) harm they will cause. Therefore, it is challenging to accurately assess whether risk reduction interventions will ultimately prove worthwhile the time and resources invested since the necessary baselines for analysis are location- and hazard-specific. However, global evidence DRR consistently shows that **DRR-related investment brings greater benefits than costs**, and therefore should be a priority for development planning. Investing in resilience-building activities, such as community-based interventions, can yield significant economic, social, and environmental co-benefits, even in the absence of a disaster. Despite this, the significant upfront costs required for investment in DRR and resilience-building activities, combined with the long timespan required to witness their benefits, offer limited incentives for decision makers to invest proactively.



Given the scope and prevailing type of DRR measures within this Programme (soft-resilience measures³⁰), **cost-effectiveness will be applied as a guiding principle in risk evaluation and strategic planning** processes. The cost-effectiveness principle will also be considered in sectoral risk assessments to establish relevant baselines in terms of hazard occurrence, magnitude, vulnerabilities, and projected losses within a community. By having this baseline, risk analysis will be complemented with impact assessments that investigate the impacts of hazards on the community, specifically in relation to the population’s vulnerabilities, capacities, and exposure to hazards. Subsequently, analysis of DRR measures will follow as a part of the DRR strategic planning process to assess the difference in impact “without” and “with” DRR measures represents the cost, or benefit do those can be prioritized based on their cost-benefit ratio.

However, the monetization of non-monetary benefits is a significant constraint in applying cost-benefit analysis. Community-level work brings a whole host of benefits that cannot be quantified – but being central to measures to be undertaken in this Programme, e.g. social benefits like increase in level of citizens’ awareness on disasters risk faced in their communities and self-protection skills gained through community simulation exercise. Therefore, while the Programme will apply the cost-benefit principle in the overall design of risk assessments and local level DRR strategic planning, the key expected benefit is the consultative process itself than the final product, since it will entail an innovative and transparent dialogue within local communities on economic benefits of DRR -related investments.

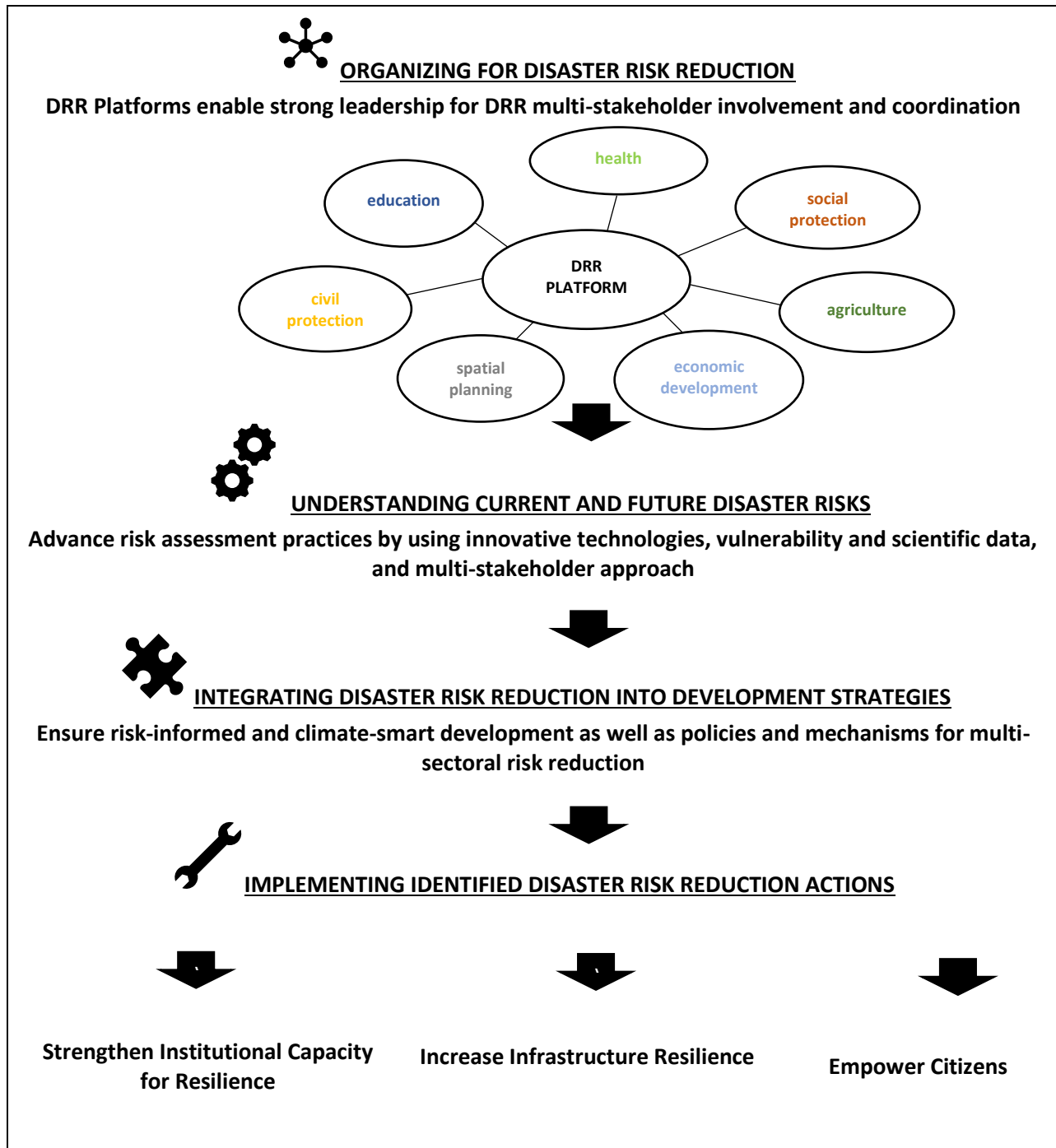
4.2 Programme internal coherence and approach

The Programme components have been designed to **mutually reinforce and amplify the outcomes**. On the one side, activities under Outcome 1 focus on setting in place and affirming local participatory DRR coordination mechanisms. Thus, local strategic and operational frameworks will be upgraded with a DRR perspective through an inclusive process, where special attention is given to the most vulnerable groups. These elements – DRR coordination platform, DRR-featuring strategy, upgraded operational and procedural frameworks across various sectors, coupled with concrete DRR measures and capacities within target communities will comprise the “DRR local government champion” – as an integrated and multi-

³⁰ [UNISDR, 2017](#): Soft resilience measures are often more cost effective and more robust in relation to uncertainties than hard resilience measures. Firstly, soft resilience measures generally cost less (less capital intensive) but can be highly effective.

sectoral approach to affirming DRR governance at the local level. In this process, the Programme choses to coherently bring together specific mandates and experiences of several UN agencies.

The broader approach for strengthening local-level DRR governance is displayed below.



Translating Programme objectives into broad-based and systemic local DRR governance is complex and long-term process, which engages a wide range of stakeholders to be connected into a system. Building the capacity of a single stakeholder or strengthening a single relationship within that system is insufficient. That is why the **Programme places focus on the system as a whole** and strengthens capacities local governments, improves strategic and regulatory frameworks, integrates multiple sectors into a whole-of-government DRR approach, alongside with direct interaction with relevant socio-economic stakeholders.

Due to fragility and overall political stagnation, reforms in Bosnia and Herzegovina are slow-paced. However, even with weak and contested DRR systems and frameworks, the Programme will seek to **identify localities and stakeholders committed to change** and support introducing of new DRR-related notions and nodes of reform, as they are the poles around which strong and sustainable systems can be sustained. Creating a local DRR model will not only set benchmarks against which other local governments can seek to reach but will also identify and empower agents of change which are willing embrace new development approaches.

One of UN’s strengths is the **ability to bring together diverse stakeholders to address development challenges, whether at the global, national or grassroots level**. This convening power is a valuable resource during the Programme implementation, which is further reinforced by a diverse pool of global DRR knowledge, methodologies, and tools, which are transferable to Bosnia and Herzegovina. Moreover, the Programme embraces the approach of facilitating and supporting institutional capacity, policy design and delivery without assuming responsibility for doing these instead of responsible partners. Ultimately, this also contributes to ownership by the relevant domestic stakeholders.

Moreover, due attention will be paid to conflict-sensitive Programme management, having in mind the political sensitivity and the post-conflict context in the country. This will be achieved through constant monitoring of the overall political and socio-economic situation, particularly within target localities, early recognition of risks and design of measures to mitigate their possible negative effect over the Programme work, particularly in terms of upgrading local strategic frameworks, facilitating cross-sectoral dialogue, encouraging political accountability at the local level, and voicing out the needs of hazard-exposed vulnerable population groups.

To further sustain results, the Programme will seek to ensure **political will and commitment** that recognises that traditional engineering approaches to reducing disaster risks are insufficient and that localized, cross-sectoral collaboration is needed to achieve real progress in reducing disaster risk. The Programme will work **within the existing institutional frameworks and systems** instead of creating parallel structures and processes, allowing for sustainable results at the system level.

4.3 Programme sequencing

Programme outputs	YEAR 1				YEAR 2				YEAR 3				YEAR 4			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1.1 Local-level DRR Platforms are established																
1.2 Local government’s disaster risk assessment capacities are improved																
1.3 Municipal/city DRR strategic and action planning frameworks are upgraded																
2.1 Local level capacities for floods and landslides prevention and																

Programme outputs	YEAR 1				YEAR 2				YEAR 3				YEAR 4			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
preparedness are enhanced																
2.2 Safe school environments in target localities are established through strengthening school capacities for DRR																
2.3 Institutional preparedness and DRR capacities of social and child protection systems in target localities are strengthened																
2.4 Preparedness and DRR capacities of local governments and healthcare institutions																
2.5 Capacities of agriculture sector and vulnerable farmers in target localities to increase disaster preparedness and reduce disaster losses are strengthened.																
2.6 Local level capacities, tools and procedures for disaster preparedness are tested in practice to improve cross-sectoral coordination for effective disaster response																

4.4 Target beneficiaries and expected benefits

Beneficiary	Number
Local governments directly benefiting from the Programme	At least 10 local governments
Citizens in target localities	400,000 citizens
Vulnerable citizens in target localities benefiting directly from DRR measures	50,000 vulnerable citizens (within whom at least 50 % women)
Institutional and non-governmental members of the local DRR Platforms	At least 100 institutional and non-governmental members of the DRR Platforms
Children (sex disaggregated) with reduced vulnerability to disaster risks and increased preparedness to disasters	3,000 children
Vulnerable people in target localities with access to better capacitated social welfare centres and adequate services	3,000 vulnerable people
Vulnerable people (children, youth, adolescents and women) with access to healthcare services in emergencies	3,000 vulnerable people
Farmers/agriculture producers who strengthen their capacity and knowledge on DRR and preparedness	60 farmers/agriculture producers
Private sector representatives from target localities that take part in the DRR platforms	30 companies

4.5 Geographical area of the intervention and selection of partner local governments

Given the complex governance structure of Bosnia and Herzegovina and the role of local communities as first responders in emergencies, pursuing risk-informed geographical targeting remains a high priority in the DRR area.

The Programme will be working with a core group of 10 local governments.

Selection of the partner local governments will be done based on:

- i) risk assessments,
- ii) vulnerability and exposure to disasters;
- iii) human and technical capacity;
- iv) existence of land use data and cadastres;
- v) existence of local development strategies;
- vi) political willingness of local government leaderships to engage and ensure co-financing; and
- vii) possibility to synergize with other relevant UN-implemented initiatives.

The process of selection of partner local governments will be based on a pre-identified longlist of potential partner local governments highly disaster-prone. These potential partner local governments will then be invited to submit application for participation in the Programme. The evaluation of applications against the above-described selection criteria will be done by the Programme team. Final endorsement of the selected local governments will be done by the Programme Steering Committee.

The Programme support to local governments and local institutions will depend on their constant motivation and performance progress. The Programme Steering Committee will have the right to reconsider interaction with partner local governments which fail to meet minimum development progress as set by the Programme and agreed with each local government at the outset of the partnership.

Selected localities will be common for all planned interventions at the local level by the participating UN agencies (Outcomes 1 and 2), to ensure multi-sectoral, yet concentrated efforts to advance local DRR capacities and affirm a sound DRR model at the local level.

4.6 Main Project institutional and organisational partners

Given the cross-sectoral nature of the Programme, varying competencies, and expertise of institutions across government levels, as well as the overall Programme's strategy to promote and stimulate whole-of-government approach to DRR, a wide range of institutional and organisational partners will be engaged in its implementation. These are listed below, while a more detailed stakeholders' assessment is enclosed as *Annex V* to this document.

- Local governments will be at the centre of the Programme integrated assistance.
- The Ministry of Security of Bosnia and Herzegovina will be the lead Programme institutional partner.
- The Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina will have an advisory role, having in mind its competencies in the agriculture and water management sectors at the state level.
- The Administrations of Civil Protection in both entities Brčko District: these institutions will play a key role in the Programme implementation, providing advice in the Programme implementation.
- The Ministries responsible for the education sector in both entities will take part in the Programme implementation through policy advise, support to development and affirming operational DRR frameworks in the sector, as well as being members of the sectoral working group responsible for steering the DRR strategic frameworks.
- Entity ministries responsible for education, social welfare, health and agriculture will have advisory role in the Programme implementation, offering sector-specific advice in relevant activities implemented at the local level, so as to ensure potential sustainability and scalability of introduced DRR-related changes at the local level in the sectors engaged.
- Entity Associations of Municipalities and Cities will play an important role as knowledge sharers and organisations to help replicate the DRR governance in other localities.
- Hydro-meteorological Institutions and Agencies for Water Management in both entities will also be Programme partners, especially from viewpoint of provision of vital DRR data needed for conducting the sectoral assessments, as well as for the design of the DRR strategic frameworks.
- Local communities/*mjesne zajednice* will be represented in the work of the Programme, particularly through the work of the local DRR Platforms and will be important stakeholders at the grass-root level, including for outreach to vulnerable community groups in target localities.
- Local public institutions (schools, hospitals, Centres for Social Welfare) will be partners, particularly in regard to delivery sector-specific DRR capacity development and strengthening DRR-related operational procedures and frameworks for these institutions.
- Private sector and non-governmental organisations will be engaged community level interventions, from viewpoint of voicing out vulnerable population groups, businesses, etc.

4.7 Transversal themes

Gender equality

In Bosnia and Herzegovina, women face difficulties in participating meaningfully in decision making, even in areas where such decisions affect their lives directly. Women's voices often go missing in political debates and decision-making processes, which is applicable to the DRR area as well. As a result, their needs and priorities are often not considered, which is particularly relevant from a DRR and emergency response point of view.³¹ As presented in the Human Development Report 2016 Risk-Proofing the Western

³¹ According to Sendai Framework, due to existing socio-economic conditions and traditional practices, women are more likely to be disproportionately affected by disasters, including increased loss of livelihoods, gender-based violence, and even loss of life

Balkans, women-headed households are more likely to fall under the income poverty line, and wages of women are typically 20-40% lower than for men, which reduces their resilience to disasters. Women assume an increased share of unpaid household work and are more likely to be present in communities when disaster strikes. Women’s reproductive functions also influence their vulnerability. Pregnant or lactating women, or those with small children, are physically less able to escape disasters, and tend to stay with their children, even if this means that they will perish. This means that women and girls’ mobility is often limited by their role as caretakers for children and the elderly.

Considering these gender-specific vulnerabilities and DRR needs, the Programme will facilitate and promote equal participation of women and men in DRR governance and strategic planning processes; ensure equal benefits for male and female from DRR interventions; contribute to risk-informed empowerment of women and advocate for gender-sensitive DRR strategic frameworks. The Programme will track changes by collecting data for sex-disaggregated indicators where possible and relevant.

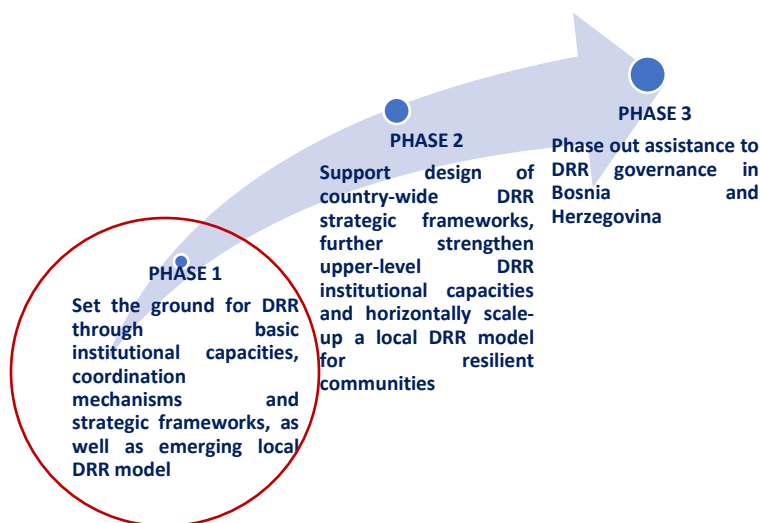
Social inclusion

The post-2015 DRR framework explicitly promotes the integration of gender, age, disability, and cultural perspective in DRR. There is also greater recognition of the need to tailor activities to the needs of users, including social and cultural requirements.

The Programme design is guided by the concept of vulnerability-informed DRR, which is conceptualized based on social inclusion and equal treatment of everyone’s DRR needs. Therefore, the Programme recognizes the needs of vulnerable population groups and seeks to draw their knowledge to drive DRR mind-set change within communities, rather than solely seeing them as victims. Moreover, the Programme activities are characterised by a multi-hazard, inclusive and accessible approach throughout the entire cycle from strategic planning to operationalisation and implementation of DRR priorities.

4.8 Programme future pathway, scalability and sustainability

The **long-term Programme vision** entails functional DRR governance across various levels and sectors in Bosnia and Herzegovina, manifested through evidence-based and risk-informed DRR strategic and operational frameworks, effective DRR coordination mechanisms, development-oriented DRR public strategic frameworks and measures directly linked with public budgets to implement them, resilient communities. Therefore, the scope of work of this Programme is a first phase within a three-staged 10-year pathway:



during, and in the aftermath of, disasters. Hence, the empowerment of women and strengthening institutional capacities to address specific vulnerabilities and needs of women in prevention, response and recovery is critical in disaster risk reduction and resilience building.

This document captures the scope of work for the Programme phase 1, as illustrated above, while two additional phases (DRR governance country-wide and a phase-out Programme stage) are envisaged in a 6-year horizon. Systemic changes sought through the Programme need time to be effectively introduced and sustained. UN agencies, in partnership with governments, will seek to ensure resources and support for the implementation of all these phases.

The first Programme phase has been designed as a platform for further horizontal scaling up of a good DRR model at the local level, as well as a springboard to bottom up strengthening of a country-wide DRR governance framework and capacities. Therefore, the second Programme phase will focus on strengthening national DRR strategic framework, DRR coordination mechanisms and institutional capacities at higher government levels, towards a multi-sectoral and whole-of-government DRR approach in Bosnia and Herzegovina. In the long-run, the Programme will not only support the design of the DRR strategic framework, but importantly – to its effective implementation, contributing to resilient communities.

Along this pathway, while the primary counterparts and institutional owners of the first Programme phase will be local governments, as the intervention progresses towards its next phase, the UN team will increasingly engage and cooperate with all government levels holding responsibility and playing a role in the whole-of-government DRR model – i.e. state, entity, cantonal and local governments. Commitment by governments will be sought from the viewpoint of embracing and steering policy processes and coordination mechanisms, as well as allocating financial resources (both public and other) for implementation of DRR priorities, based on the cost-effectiveness approach.

As part of its phasing-out strategy, towards the late second stage when basic institutional capacities will be in place across the governance system, the Programme will gradually decrease assistance and seek to increase direct responsibility and leadership of government partners. At that stage, the role of the UN agencies engaged in the implementation will be more of growing facilitative nature, while responsibility for full steering of whole-of-government DRR planning and financing will be gradually transferred to governments. The Programme will seek to ensure financial contributions by partner public institutions in all stages of its work, as manifestation of the government commitment and ownership, together with the Government of Switzerland and the UN agencies ensuring the core financing.

Another important segment of the sustainability approach is the focus on institutionalising and formalising the core policy and methodological products developed under the intervention - such as, DRR-informed strategies and public measures at all government levels, risk assessment methodologies, preparedness procedures and protocols, etc. thus ensuring their long-term use.

Participating UN agencies commit to this end-of-Programme vision and would systemically contribute not only for effective implementation of the intervention and strong ownership by government, but also for mobilising financial resources from other bilaterals/multilaterals to add value and maximise the development results envisaged by this intervention.

4.9 Possible partnerships and synergies

The Programme will capitalize on achieved results, as well as will seek to establish synergies with a wide range of interventions, so as to maximise results. Specifically, the Programme will be coordinated with the **Technology Transfer for Climate Resilient Flood Management in Vrbas River Basin Project** (implemented by UNDP) in terms of mainstreaming climate change in agricultural policies, tested GIS-based vulnerability, loss and damages assessment tools and applied models of upgrading early warning systems. Moreover, synergies will also be established with the **Disaster Risk Reduction Initiative, South East Europe Urban Resilience Building Action Network (SEE URBAN) and Interlinking Disaster Risk Management in Bosnia and Herzegovina** (financed by the Italian Agency for Development Cooperation and implemented by UNDP),

specifically in terms of matching resources for multi-hazard risk prevention measures and strengthening capacities of protection and rescue sector.

The Programme will also draw on the experiences and scale up practices from the pilot projects financed by the Government of Switzerland – namely **Towards the resilient social protection and education systems in Bosnia and Herzegovina** (implemented by UNICEF); **MISP Trainings for Sexual and Reproductive health in emergencies for Bosnia and Herzegovina** (implemented by UNFPA); **Enhancement of Post-Disaster Needs Assessment methodologies at entity level in Bosnia and Herzegovina** (implemented by FAO), which supported technical and institutional capacities of institutions in education, social protection, health and agriculture sectors to mitigate and respond to the needs of vulnerable population in during emergencies.

Furthermore, the Programme will create synergies with the **Municipal Environmental and Economic Governance (MEG)** Project financed by the Government of Switzerland and implemented by UNDP, specifically in terms of transfer of good practices and approaches in DRR-informed governance. Special accent will be placed on connecting investments in water governance and infrastructure undertaken by the MEG Project at the local level (in common localities) with the Programme's work. Synergies will be also sought with the **Integrated Local Development Project** - a joint initiative of the Government of Switzerland and UNDP, by leveraging additional development impact through further mainstreaming DRR in local development and operational frameworks supported through the Project.

The Programme will ensure complementarities with the **Flood Recovery – Housing Interventions Project** (financed by the EU and implemented by UNDP), particularly in coordinating and synergising investments in potential common localities.

Furthermore, synergies will also be ensured with the **EU-funded Disaster Risk Assessment and Mapping in Western Balkans and Turkey programme (IPA DRAM) Project**, specifically in relation to risk assessment methodologies, risk mapping, disaster data collection and will closely collaborate **with the EU IPA 2 Support to Bosnia and Herzegovina Civil Protection** (expected to start in 2018).

In addition, the Programme will capitalize on the best practices and tested DRR approaches from **Swiss-funded DRR Small Action projects**, particularly building on successes of establishing networks of DRR volunteers, promotion of standards for emergency preparedness and response, reforestation activities for landslide prevention.

4.10 Use of existing country systems

The Programme is **embedded within the state/entity and local governance system** and as such, directly supports its structures, functions, and strategic commitments. In this context, the Programme will utilise the existing state, entity and local strategic frameworks and legitimate coordination and participatory bodies at all levels, fully respecting mandates and responsibilities of various government level institutions.

5. ORGANIZATION, MANAGEMENT AND ADMINISTRATION

5.1 Project duration

The Programme duration is 4 years (48 months).

Two subsequent follow-up phases are envisaged beyond 2022.

5.2 Programme management

The Joint UN Programme management and coordination arrangements will follow the guidelines in the UNCT Guidance Note on Joint Programmes³². The agencies participating in the Joint Programme will include **UNDP, UNICEF, UNESCO, FAO and UNFPA**. The overall strategic guidance, oversight and coordinated approach of the participating UN agencies will be ensured by the RC and further reinforced by the anticipated changes under the framework of the ongoing [repositioning of the UN development system](#).

Under the overall leadership of the Programme Steering Committee, the participating UN agencies will have the ultimate responsibilities for achievement of results of the UN activities conducted through the Programme.

UNDP will act as the Convening Agency of the Joint Programme responsible for its strategic and programmatic leadership and ensuring cohesive and coordinated approach of participating UN agencies. The Convening Agency, in partnership with other participating UN Agencies, will be responsible and accountable to the Joint Programme Steering Committee for facilitation of the achievement of agreed delivery and results as per the One Programme 2015-2019.

Overall oversight and strategic guidance of the Programme will be provided through the **Joint Programme Steering Committee**. The Steering Committee will be co-chaired by the UN Resident Coordinator and by the Minister of Security of Bosnia and Herzegovina and will comprise representative(s) of the Ministry of Security of Bosnia and Herzegovina, other relevant institutional partners (as indicated in the graph below) and the Heads of UNDP, UNICEF, UNESCO, FAO AND UNFPA. The Programme Steering Committee will meet first time after one month of the Programme inception to adopt terms of reference and agree on the composition of the Steering Committee, and frequency of meetings. New members to the Steering Committee can be added based on the Steering Committee approval.

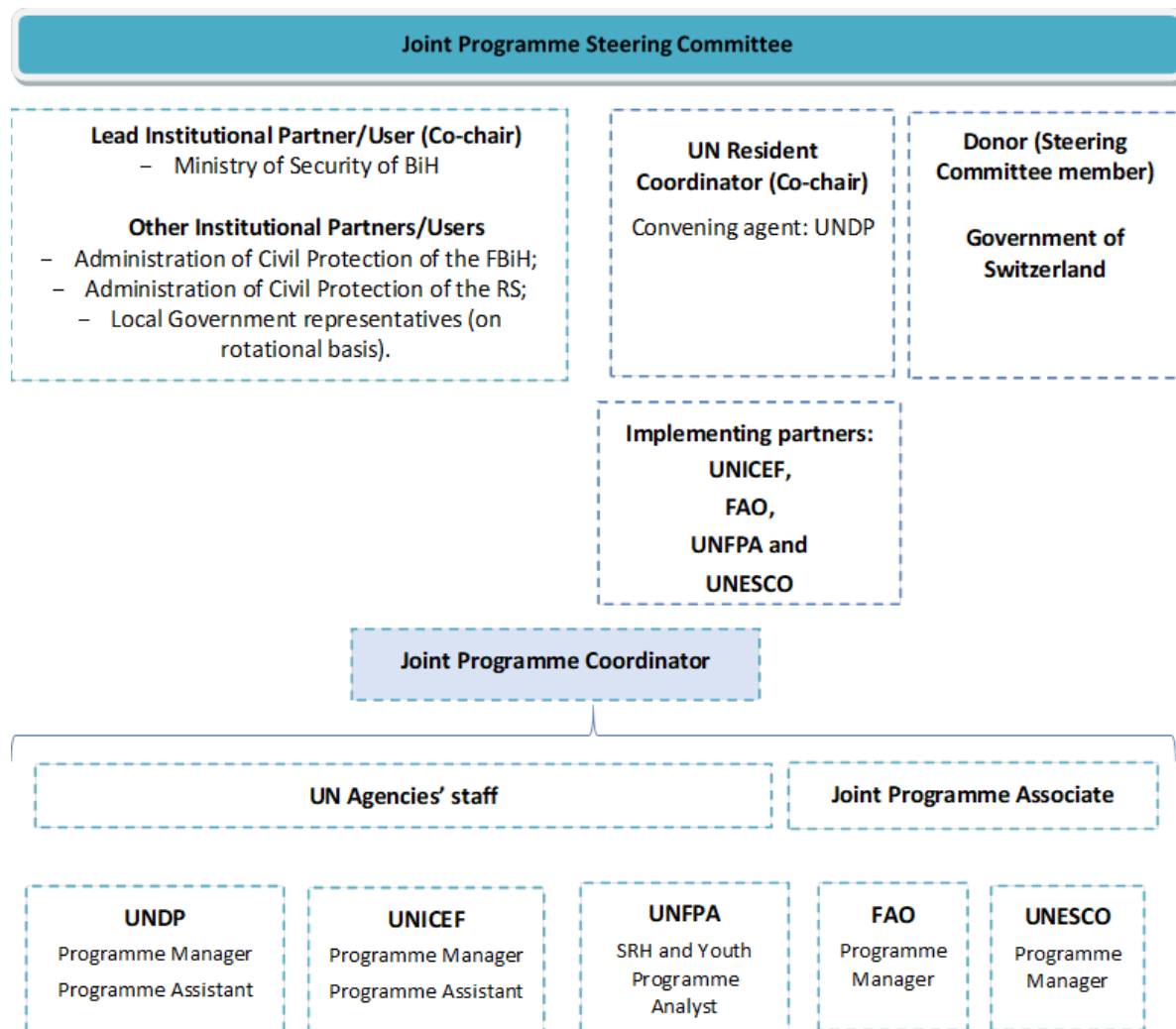
The **Joint Programme Coordinator**, hosted by the Convening Agency, will serve as the Secretary during the Steering Committee meetings. The Steering Committee will be the main decision-making authority of the joint Programme and will be responsible for the strategic oversight of the overall implementation and interagency coordination. The Steering Committee gives guidance to joint Programme team and the Coordinator and will be responsible for the resolution of the implementation issues, if required. The Steering Committee also reviews and endorses the annual work plans, reviews implementation progress and annual reports, as well as approves any substantial changes in the budgets or activities.

Each of the participating UN agencies will be substantively and financially accountable for the activities designated to it in the Joint Programme. The participating agencies will be individually responsible for: ensuring the timely implementation of the activities and delivery of the reports and other outputs identified in this project document; contracting and supervising qualified local and international experts, financial administration, monitoring, reporting and procurement for the activities they are responsible for; and carrying out all the necessary tasks and responsibilities to assist the Steering Committee.

Joint Programme Coordinator will be tasked to coordinate the overall implementation of the Programme, ensuring implementation of activities as approved in the work plans endorsed by the Steering Committee and, in cooperation with RUNOs, coordinating activities with the Joint Programme Team, ensuring the

³² The Note is guided by the principles articulated in the [UNDG-approved Standard Operating Procedures for Delivering as One as well as Guidance Note on Joint Programming](#), and the Mutual Accountability Framework.

Programme is implemented as envisaged and agreed with the Steering Committee, and coordinating closely with the Head of the Convening Agency and RUNOs. The Coordinator will also be responsible for consolidation of the inputs of all agencies for consolidated narrative reporting to the donor. The position will be administratively managed by the Convening Agency who will be issuing the contract. The Joint Programme Coordinator will consult with the agencies on the financial plans and expenditures related to activities defined within the work plans. The Coordinator reports to the Programme Steering Committee and is required to abide by Steering Committee decisions, and not to be affected only by steering or guidance by one agency, including the Convening Agency. The Coordinator will inform the Steering Committee on any substantial revisions to budgets and activities that go beyond the prescribed minimal threshold prescribed in the donor agreement. Such changes must be endorsed by the Steering Committee. The RUNOs will share with the JPC any budgetary changes or revisions which vary from the originally approved budget, even for those that are below minimal threshold so that all agencies are aware of any changes in the Programme implementation.



The Programme will convene a broader consultative body – **Advisory Board**, comprising all other relevant institutions and stakeholders (such as the Ministry of Education and Science of the FBiH, the Ministry of Education and Culture of the RS, the Ministry of Labour and Social Policy of the FBiH, the Ministry of Health and Social Welfare of the RS, the Ministry of Health of the FBiH, the Ministry of Agriculture, Water-Management and Forestry of the FBiH, the Ministry of Agriculture, Forestry and Water Management of

the RS; academia; DRR practitioners, representatives from cantonal administrations, etc.). The Advisory Board will contribute to the successful Programme implementation and sustainability of its achievements.

5.3 Fund management arrangements

The UNDP Multi-Partner Trust Fund (MPTF) Office serves as the **Administrative Agent (AA)** and is responsible for the receipt of the donor contributions, the transfer of funds to Recipient UN Organizations, the consolidation of narrative and financial reports and the submission of these to the Swiss Development Cooperation (SDC). As the Administrative Agent of the PBF, MPTF Office transfers funds to PUNOS based on the signed Memorandum of Understanding between each PUNO and the MPTF Office.

AA Functions

On behalf of the Participating UN Organizations (PUNOs), and in accordance with the UNDG-approved “Protocol on the Administrative Agent for Multi Donor Trust Funds and Joint Programmes, and One UN funds” (2015), the MPTF Office as the AA of the Programme will:

- Sign [Standard Administrative Arrangement](#) SAAs with donor and receive contributions from donor that wish to provide financial support to the Fund/Programme through the AA. It is noted that the AA cannot enter into any other agreements with donors that would impose responsibilities on PUNOs without their prior written consent;
- Administer such funds received in accordance with its regulations, policies and procedures, as well as the relevant [Memorandum of Understanding \(MOU\)](#) and Fund Terms of Reference (TOR) and SAA, including the provisions relating to winding up the Fund account and related matters;
- Subject to availability of funds, disburse such funds to each of the PUNOs in accordance with decisions from the Steering Committee (SC), taking into account the budget set out in the approved TOR/JP documents;
- Ensure consolidation of statements and reports, based on submissions provided by each PUNO, as set forth in the TOR/JP document and provide these to donor that has contributed to the Fund/Programme account and to the SC;
- Provide final reporting, including notification that the Fund/Programme has been operationally completed;
- Disburse funds to any PUNO for any additional costs of the task that the SC may decide in accordance with the programmatic document/JP document.

Accountability, transparency and reporting of the Participating United Nations Organizations

Participating United Nations Organizations will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each Participating UN organization (PUNO) in accordance with its own regulations, rules, directives, and procedures.

Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. This separate ledger account shall be administered by each PUNO in accordance with its own regulations, rules, directives, and procedures, including those relating to interest. The separate ledger account shall be subject exclusively to the internal and external auditing procedures laid down in the financial regulations, rules, directives, and procedures applicable to the PUNO.

Each PUNO will provide the Administrative Agent and the SDC (for narrative reports only) with:

- Bi-annual progress reports to be provided no later than 15 June;

- Annual progress reports to be provided no later than 15 November;
- Final (end of project) narrative reports, to be provided no later than three months after the operational closure of the project;
- Annual financial statements as of 31 December with respect to the funds disbursed to it from the SDC, to be provided no later than four months (30 April) after the end of the calendar year;
- Certified final financial statements after the completion of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the completion of the activities.
- Unspent Balance at the closure of the project would have to be refunded and a notification sent to the [Multi-Partner Trust Fund \(MPTF\) Office](#), no later than six months (30 June) of the year following the completion of the activities.

Ownership of Equipment Supplies and Other Property

Ownership of equipment, supplies and other property financed from the SDC shall vest in the PUNO undertaking the activities. Matters relating to the transfer of ownership by the PUNO shall be determined in accordance with its own applicable policies and procedures.

Public Disclosure

The Administrative Agent will ensure that the Programme operations are publicly disclosed on the Administrative Agent's website (<http://mptf.undp.org>).

Programme steering

UNDP will act as the Convening Agency of the Joint Programme responsible for the strategic and programmatic leadership of the Programme and ensuring cohesive and coordinated approach of the participating UN agencies – UNICEF, FAO, UNFPA, UNESCO. The overall programmatic and financial accountability for the Programme implementation will be assumed in close cooperation with the Swiss Cooperation in Bosnia and Herzegovina.

While holding the overall Programme coordination responsibility, UNDP will be particularly in charge of leading the implementation of activities under the Programme Outcomes 1 and 2. UNDP, UNICEF, FAO, UNFPA and UNESCO will jointly contribute to implementation of activities under the Programme Outcome 2. Hence, UNDP, UNICEF, FAO and UNFPA will closely interact and coordinate activities in the implementation process, together with the Ministry of Security of Bosnia and Herzegovina and other Programme Steering Committee Members. Programme technical and financial reporting to the Swiss Cooperation / Embassy of Switzerland will be conducted by MPTF Office based on inputs by UNDP, UNICEF, FAO, UNFPA and UNESCO.

The **Ministry of Security of Bosnia and Herzegovina** as the lead agency in government on disaster risk management will be the Programme partner, and as such will designate a senior government focal point for the Programme, who will represent the Ministry in the Joint Programme Steering Committee.

The **Joint Programme Steering Committee** will be the group responsible for making, by consensus, management decisions for the Programme when guidance is required by the joint Programme Coordinator, including recommendation for approval of Programme plans and revisions. Based on the approved annual work plan, the Joint Programme Steering Committee supervises the overall implementation progress and authorizes any major deviation therefrom. It provides strategic guidance, as well as give final approval to selected strategic and operational issues. It ensures that required resources are committed and arbitrates on any conflicts within the Programme or negotiates a solution to any problems between the Programme and external bodies. The Joint Programme Steering Committee will meet at least twice per year, or as necessary when raised by Joint Programme Manager. Members of the Joint

Programme Steering Committee will be senior representatives of the Ministry of Security and other partner ministries and bodies (as indicated in the graph), the Embassy of Switzerland in Bosnia and Herzegovina, UNDP, UNICEF, FAO, UNFPA and UNESCO. UNDP will serve as the secretariat to the Joint Programme Management Board, responsible for sending out invitation for Programme Steering Committee meetings, preparing meeting agenda and materials, as well as drafting minutes from the meetings.

The **Joint Programme Assurance** role supports the Programme Steering Committee by carrying out objective project oversight and monitoring functions. This role ensures appropriate project management milestones are managed and completed. The role of Programme Assurance will be performed by the UNDP Energy and Environment Sector Leader and other designated senior staff of the RUNOs.

At a technical level, representatives from the UNDP, UNICEF, FAO, UNFPA and UNESCO, the Ministry of Security of Bosnia and Herzegovina and other institutional partners will have regular (monthly) meetings, to ensure exchange of progress, developments, discuss concrete synergies and ideas.

Joint Programme team structure

The **Joint Programme Team** will be led by the **Joint Programme Coordinator** who will be responsible for overall Programme coordination and day-to-day management and will ensure that the Programme produces the results specified, to the required corporate standards and within the constraints of time and cost. Regular communication and interaction will be ensured between the **Joint Programme team**, particularly among the staff based within the UNDP, UNICEF, FAO, UNFPA and UNESCO offices. Main responsibilities will also include; preparing inputs for the Programme Steering Committee meetings; developing reports.

6. PROJECT MONITORING, EVALUATION AND REPORTING

The Programme will follow the monitoring and evaluation procedures of Joint Programmes in Bosnia and Herzegovina and the specific requirements of the Swiss Development Cooperation. The Joint Programme Coordinator is responsible for the day to day monitoring of the programme under the overall guidance of the Joint Programme Steering Committee.

Programme monitoring will be characterised by a gender and vulnerability-sensitive approach. The main tools for organising the Programme monitoring system encompass:

- The gender and vulnerability-sensitive Logical Framework (as described within Annex 1 of the Programme document);
- The Programme risk analysis.

Mid-term review and Evaluation

The Programme envisages internal and participatory mid-term Programme review, to capture progress and identify corrective measures, as needed.

The Programme will be subject to a final evaluation in the last quarter of the four-year cycle.

Terms of reference for the evaluation and selection of the evaluation will be developed by UNDP jointly with UNICEF, FAO, UNFPA, UNESCO and the Embassy of Switzerland in Bosnia and Herzegovina.

Reporting

The Project will produce the following reports towards the Embassy of Switzerland:

- Brief semi-annual Programme progress reports from the UNDP Country Office (including progress reported by the UNICEF, FAO, UNFPA and UNESCO);
- Annual Project progress reports and financial statements from the UNDP / MPTF Office;
- Final Project operational report and financial statement from the UNDP / MPTF Office.

7. RESOURCES

The total Programme budget amounts to USD 4.973.377. The financial contribution by the Government of Switzerland amounts to USD 2,4 million. UNDP, UNICEF, FAO, UNFPA and UNESCO will ensure 51 % co-funding against the contribution by the Government of Switzerland.

The general budget is presented in the table below:

OUTCOME AND OUTPUTS	Budget (USD)	
	SDC	UN
OUTCOME 1: AT LEAST 10 LOCAL GOVERNMENTS HAVE ADOPTED DRR-FEATURED STRATEGIES, ESTABLISHED PARTNERSHIPS FOR EFFECTIVE DRR INTERVENTIONS, AND FINANCED ACTIONS THAT BUILD COMMUNITY RESILIENCE. THESE ARE BETTER EQUIPPED TO PREVENT AND RESPOND TO DISASTERS.		
Output 1.1 Local DRR Platforms are established to serve as locally-owned DRR coordination mechanisms and capacitated to mainstream DRR into local policies and strategies, and support community resilience-building	135,480	28,200
Output 1.2 Local government's disaster risk assessment capacities are improved based on evidence and innovative technologies, with consideration of vulnerability aspects	322,773	117,900
Output 1.3 Municipal/city DRR strategic and action planning frameworks are upgraded based on multi-sectoral perspective, with focus on the vulnerable population groups	67,959	9,800
SUBTOTAL OUTCOME 1	526, 212	155,900
OUTCOME 2: CITIZENS IN TARGET LOCALITIES, PARTICULARLY THE MOST VULNERABLE POPULATION GROUPS, HAVE BECOME MORE RESILIENT TO DISASTERS.	Budget (USD)	
	SDC	UN
Output 2.1. Local level capacities for floods and landslides prevention and preparedness are enhanced through capacity development, early warning and awareness raising	260,482	1,477,300
Output 2.2. Safe school environments in target localities are established through strengthening school capacities for disaster management and risk reduction	137,800	80,000
Output 2.3. Institutional preparedness and DRR capacities of social and child protection systems in target localities are strengthened	141,100	92,900
Output 2.4. Preparedness and DRR capacities of local governments and healthcare institutions in target localities to effectively address specific healthcare needs of children, youth and adolescents, and women in emergency settings enhanced	234,995	138,445
Output 2.5. Capacities of agriculture sector and vulnerable farmers in target localities to increase disaster preparedness and reduce disaster losses are strengthened.	77,000	40,000
Output 2.6. Local level capacities, tools and procedures for disaster preparedness are tested in practice to improve cross-sectoral coordination for effective disaster response	65,000	22,350
SUBTOTAL OUTCOME 2	1,545,106	2,269,129
INDIRECT COST (7% FOR EACH PUNO AND 1% FOR MPTF)	179,439	
GRAND TOTAL*	2.400.000	2.513.377

* The budget includes management and joint coordination costs.

7.1 Cost effectiveness

The Programme will deploy numerous measures to achieve cost effectiveness. In terms of procurement, outsourcing of services will be based on a transparent and competitive process, as well as on the value-for-money principle.

The Programme will seek to achieve economy of scale in investments by combining, where possible, financial resources with other on-going interventions in target localities, or public funds of local government levels.

Moreover, all training and capacity development assistance will be delivered by clustering partner local governments, to ensure economy of scale. The Programme will seek to utilize in-kind contribution from partners in the form of hosting venue, hospitality and transport costs for events and training. For further cost efficiency, the Programme will make use of existing relevant training programmes, thus reduce cost for training programme design.

8 RISK ANALYSIS

All development efforts are subject to risks, ranging from political instability, to natural disasters, to weak governance, to unexpected resistance to change. And should any of these risks become a reality, it would undermine the impact of the Programme. To operate effectively in these environments requires an ability to assess risks rigorously and comprehensively, to identify the sectors, local partners and funding mechanisms that offer the best opportunities for strengthening local systems and producing sustained development. Against this background point, the main risks affiliated with the Programme implementation are identified below, together with probability of occurring, types of effects on the Programme, as well as adequate mitigation measures.

Overall, **the risk level for this Programme is assessed as medium to high**, attributed mainly to institutional, political, and behavioural factors.

General Risks	Probability	Type / Impact	Programme response/mitigation approach
Complex, multi-tier governance structure in Bosnia and Herzegovina may pose difficulties in the Programme implementation	High	Political / High (Difficulties in inter-institutional coordination and lack of “one voice” of governments)	Support inter-institutional DRR coordination body, which will engage representatives from state and entity government levels. Through other Programme interventions, mobilise government institutions support for DRR policy work. Wide media promotion and sharing of Programme results and achievements.
October 2018 General Elections and change in power structure can hamper implementation of activities due to change in higher government levels’ political leaderships and their commitment to DRR agenda	Medium	Political / Medium (DRR is stalled)	The Programme will apply adequate mitigation measures, such as signing Agreements with partner government institutions to formalize their commitment and contribution to the Programme as well as, together with the Ministry of Security and other institutional partners, familiarising the newly-elected officials and higher government level policy-makers with the Programme purpose and motivating them to engage in its implementation. In addition, the Programme will engage targeted promotion of success stories via websites and information-sharing platforms to promote Programme benefits widely among administrations at local, cantonal, entity and state level institutions.
Force Majeure (e.g. disasters) impacts the Project The 2014 floods demonstrated that in the event of disaster, local financial, administrative and human resources tend to be fully engaged in recovery efforts, putting development investments and activities on hold.	Medium to low	Environment/ High (Delays in the implementation)	The Programme will have a flexible approach, including reprogramming of activities to respond to the emerging needs.

General Risks	Probability	Type / Impact	Programme response/mitigation approach
<p>Lack of local governments' understanding on the need to apply whole-of-government DRR.</p>	<p>Medium</p>	<p>Political/Medium: DRR governance will remain fragmented and response-oriented</p>	<p>The Programme will raise awareness, bring numerous examples to policy-makers at the local level and stimulate multi-sectoral lens of the assistance.</p>
<p>Reluctance of local governments to introduce risk-informed, effective and measurable operational frameworks</p> <p>These frameworks would allow for assessment of their previous development planning practices and performance against disaster risks.</p>	<p>Medium to low</p>	<p>Medium/ Behavioural (Obstacles to any fundamental reform of DRR management)</p>	<p>Mitigation measures include involving municipality leadership right from the outset and clearly defining benefits from the proposed activities.</p>
<p>Lack of reliable and up-to-date statistics for accurate risk and vulnerability assessments and strategic planning.</p>	<p>Medium</p>	<p>Medium/ Behavioural</p>	<p>The Programme will provide apply state-of-the-art risk assessment approaches and tools to seek and consolidate sectoral risk-related information, engage in close interaction with relevant institutions, to facilitate easier access to most up-to-date information.</p>

9 ANNEXES

ANNEX I: LOGICAL FRAMEWORK

Hierarchy of objectives Strategy of Intervention	Key Indicators	Data Sources Means of Verification	Assumptions
Overall Goal	Impact Indicators		
Local governments in Bosnia and Herzegovina have improved their DRR institutional capacities, frameworks, public services and partnerships, and population in risk-exposed localities is less socially and economically vulnerable to effects of disasters and climate change.	<p>Indicator: Number of citizens who benefit from improved disaster risk prevention and preparedness in targeted localities.</p> <p>Baseline: No multi-hazard data available. However, over 500,000 citizens live in areas throughout the country exposed to very significant risk of floods and landslides.³³ (2017).</p> <p>Target: Additional 400,000 citizens in target localities benefit from improved disaster risk prevention and preparedness (2022).</p> <p>Indicator: % of local governments country-wide that apply an integrated and whole-of-government approach to DRR and are “champions” for disaster resilient communities.</p> <p>Baseline: 0 % (2017).</p> <p>Target: 7 % of risk-exposed local governments apply an integrated and whole-of-government approach to DRR and are “champions” for disaster resilient communities (2022).</p>	<ul style="list-style-type: none"> • Formal documents by partner local governments; • Risk analysis from target localities; • Programme reports and evaluation report. 	
Outcomes	Outcome Indicators		Assumptions
Outcome 1 At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to	<p>Indicator: % of local governments whose strategies and plans are based on DRR evidence and cross-sectoral aspects, following relevant international DRR frameworks and guidelines.</p> <p>Baseline: 16% of local governments with DRR-mainstreamed development strategies (2017).</p> <p>Target: At least 23% local development strategies featuring DRR in place (2022).</p> <p>Indicator: % increase of partner municipal/city budget resources allocated for DRR as a result of DRR-featuring strategies.</p>	<ul style="list-style-type: none"> • Revised local development strategies featuring DRR; • Annual strategy implementation plans and adopted budgets of partner local governments; • Local-level DRR Platforms Rulebook and minutes from their meetings; 	Relevant local stakeholders from various sectors, including the vulnerable population groups, recognize the importance of applying development-oriented disaster risk thinking in

³³ Floods and Landslides Risk Assessment for the Housing Sector in Bosnia and Herzegovina, UNDP 2015:

http://www.ba.undp.org/content/bosnia_and_herzegovina/bs/home/library/response-to-floods/flood-and-landslide-risk-assessment-for-the-housing-sector-in-bi.html.

<p>prevent and respond to disasters.</p>	<p><i>Baseline:</i> To be established upon selection of partner local governments (2018). <i>Target:</i> Average increase of 5% for all partner local governments in comparison with 2017 (2022).</p> <p><i>Indicator:</i> Extent to which local DRR coordination mechanisms are established and functional in partner local governments. <i>Baseline:</i> DRR coordination mechanisms at the local level are almost non-existent (2018). <i>Target:</i> Functional local DRR Platforms established in at least 10 local governments and engaged in design and delivery of DRR-related actions, as well as community resilience building efforts (2022).</p>	<ul style="list-style-type: none"> • Programme documentation and reports. • Postings and information in media and newspapers, photo and video records. 	<p>local-level policy design and delivery.</p> <p>Local governments understanding on DRR is often narrowed down to crisis management and response, traditionally entitled to civil protection.</p>
<p>Outcome 2 Citizens in target localities, particularly the most vulnerable population groups, have become more resilient to disasters</p>	<p><i>Indicator:</i> Number of DRR initiatives successfully implemented within partner local governments and translating DRR strategic priorities into actions. <i>Baseline:</i> 0 (2017). <i>Target:</i> At least 20 (2022).</p> <p><i>Indicator:</i> Number of vulnerable citizens (disaggregated by sex) in target localities benefiting directly from DRR measures as a result of the Programme assistance. <i>Baseline:</i> N/A <i>Target:</i> At least 50,000 vulnerable citizens (within whom at least 50 % women) benefit from concrete DRR, measures within target localities as a result of the Programme assistance (2022).</p>	<ul style="list-style-type: none"> • Formal documentation of local governments (Decisions; Reports on the implementation of local development strategies, etc.); • Results from the entry- and exit DRR assessments in partner local governments; • Programme progress and evaluation reports; • Sector-specific reports on implementation of local-level DRR and preparedness measures; • Feedback from the Programme beneficiaries, including vulnerable population groups; • Postings and information in media and newspapers, photo and video records. 	<p>Political support by mayors/city mayors and local government councils.</p> <p>All stakeholders at the local level (schools, health institutions, civil society, business, farmers, social welfare centres, vulnerable community groups, etc.) are engaged and committed to understand and apply the development-oriented DRR approach.</p>

Outputs per outcome		Output Indicators	Data Sources Means of Verification	Assumptions
Outcome 1: At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to prevent and respond to disasters				
Output 1.1	Local-level DRR Platforms are established to serve as locally-owned DRR coordination mechanisms and capacitated to mainstream DRR into local policies and strategies, and support community resilience-building.	<p><u>Indicator:</u> Number of DRR Platforms at the local government level, as well as the number of stakeholders engaged in DRR platforms. <u>Baseline:</u> 0 multisectoral and participatory DRR Platforms at local level (2017). <u>Target:</u> At least 10 DRR Platforms bringing together at least 120 representatives from public, social, economic and non-governmental sectors established and functioning in targeted localities, spearheading DRR coordination and efforts at community level (2022).</p> <p><u>Indicator:</u> Number of capacity building initiatives on cross-sectoral and community-owned DRR delivered in target localities and members of the DRR Platforms outreached <u>Baseline:</u> N/A <u>Target:</u> At least 6 DRR capacity building interventions strengthening local DRR Platforms' institutional and coordination role delivered in target localities to at least 100 members. (2022)</p>	<ul style="list-style-type: none"> Local DRR Platforms' official documents: Rulebook, Work Plans, meeting records, etc. Postings and information in media and newspapers, photo and video records; Records from public consultations/citizens gathering events; Programme progress and final reports. 	Local governments' leaderships understanding and willing to support the application of development-oriented DRR in local affairs. Citizens, including the most vulnerable, willing to engage in community dialogue and initiate actions to coordinate DRR-related work towards building a disaster resilient community. Relevantly low level of cooperation between first responders and social sectors within local governments needs to be considered and adequately approached during Programme implementation.
Output 1.2	Local government's disaster risk assessment capacities are improved based on evidence, innovative technologies and vulnerability considerations.	<p><u>Indicator:</u> Number of local disaster risk assessments based on hazard data and vulnerability information conducted, available and including risk analysis for key sectors. <u>Baseline:</u> Local governments' risk assessments have been conducted in 87 local governments in the FBiH, 20 in the RS³⁴, but these rarely include data on vulnerable population or sector-specific risk analysis (2017). <u>Target:</u> At least 10 multi-sector local risk assessments are conducted/updated with participation of the DRR</p>	<ul style="list-style-type: none"> Local level disaster risk assessments and accompanying sector-specific analysis; Compilation of data used for risk analysis in different sectors *health, social and child protection, agriculture, education, etc.); DRAS in target localities; 	Local governments willing and capable to improve their disaster risk assessment capacities with consideration of vulnerable population groups and place efforts towards building resilient communities. Lack of understanding of school safety assessments, or

³⁴ As per the overview provided by the Ministry of Security of Bosnia and Herzegovina.

		<p>Platforms and presented in spatial form by using an innovative information management system (2022).</p> <p><i>Indicator:</i> Number of local governments with a DRAS system in place. <i>Baseline:</i> 2 (2017). <i>Target:</i> At least 15 local governments (2022).</p> <p><i>Indicator:</i> Number of school facilities assessed using VISUS methodology and number of localities where it has been applied. <i>Baseline:</i> 0 (2017). <i>Target:</i> At least 40 school safety assessments in at least 10 localities (2022).</p> <p><i>Indicator:</i> Number of local vulnerability risk assessments with focus on social and child protection sector conducted. <i>Baseline:</i> 4(2016). <i>Target:</i> 14 (2022).</p> <p><i>Indicator:</i> Number of local risk assessments with focus on agriculture sector conducted. <i>Baseline:</i> 1 (2017). <i>Target:</i> 14 (2022).</p>	<ul style="list-style-type: none"> • Minutes from DRR Platform meetings at the local level; • Risk Assessment Reports; • Postings and information in media and newspapers photo and video records; • Programme progress and final reports. 	<p>possible obstacle to local governments to assess the schools.</p>
Output 1.3	Municipal/city DRR strategic and action planning frameworks are upgraded based on multi-sectoral perspective, with focus on the vulnerable population groups	<p><i>Indicator:</i> Level of capacities of partner local governments to apply integrated DRR and preparedness measures as part of the broader local strategic framework. <i>Baseline:</i> Very limited (and fragmented) (2017). <i>Target:</i> Improved DRR and preparedness capacities of at least 10 partner local governments that enable them to address disaster risks in an integrated, vulnerability-sensitive and effective manner, contributing to community resilience (2022).</p>	<ul style="list-style-type: none"> • Formal documentation of partner local governments; • Local DRR strategic frameworks and action plans; • Records from local public consultations related to the design of the DRR strategic frameworks; • Postings and information in media and newspapers photo and video records; 	<p>Local governments and communities in target localities willing to engage in cross-sectoral mainstreaming of DRR in local strategic / operational frameworks and align them to the municipal/city budget.</p>

		<p><i>Indicator:</i> Number of local development strategies and/or action plans which include cross-sectoral DRR measures³⁵.</p> <p><i>Baseline:</i> 23 DRR-featuring local development strategies and 8 cantonal development strategies, with limited inclusion of sector-specific and vulnerability-sensitive DRR measures (2017).</p> <p><i>Target:</i> 33 local development strategies / action plans which include cross-sectoral DRR measures (2022).</p> <p><i>Indicator:</i> Level of ability of local governments to design results-oriented DRR strategic frameworks with consideration of sectoral aspects and the needs of vulnerable population groups.</p> <p><i>Baseline:</i> Insufficient knowledge and skills of local governments to design cross-sectoral DRR strategic frameworks (2017).</p> <p><i>Target:</i> Increased level of capacity of local governments to design cross-sectoral and results-oriented DRR strategic frameworks in line with country-wide DRR strategic framework (2022).</p>	<ul style="list-style-type: none"> • Programme progress and final reports. 	
Outcome 2: Citizens in target localities, particularly the most vulnerable population groups, have become more resilient to disasters				
Output 2.1	Local level capacities for floods and landslides prevention and preparedness are enhanced through capacity development, early warning and awareness raising.	<p><i>Indicators:</i> Number of local governments and community representatives whose capacities on floods and landslides prevention have been enhanced as a result of the Programme support.</p> <p><i>Baseline:</i> Very limited multi-hazard prevention and preparedness capacities of local governments and community representatives (2017).</p> <p><i>Target:</i> At least 10 local governments and 100 community representatives have enhanced capacities for multi-hazard prevention and preparedness (2022).</p>	<ul style="list-style-type: none"> • Programme progress and final reports; • Records from capacity building initiatives and training materials; • Postings and information in media; photo/video records. 	Local governments ensure the desired minimum operational and technical conditions for modernising DRR-related approaches at the local level.

³⁵ This indicator is in line with global E21 Indicator set up to measure global progress in the implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030: Percentage of local governments that adopt and implement local disaster risk reduction strategies in line with national strategies.

Output 2.2	Safe school environments in target localities are established through strengthening school capacities for disaster management and risk reduction	<p><u>Indicator:</u> Number of established and capacitated School Disaster Management committees in target localities. <u>Baseline:</u> 0 (2017). <u>Target:</u> At least 10 (2022).</p> <p><u>Indicator:</u> Number of children (sex-disaggregated) in schools that have School Disaster Management Committees in targeted locations. <u>Baseline:</u> 0. <u>Target:</u> At least 3,000 children (2022).</p>	<ul style="list-style-type: none"> • Programme progress and final reports; • Official records and documents of the schools benefitting from assistance from the Programme; • Feedback from teachers and children in target educational facilities; • Media, photo/video records. 	Schools' management, staff, children as well as parents understand the importance of ensuring safe school environment and engage in introducing DRR within schools' operational frameworks.
Output 2.3	Institutional preparedness and DRR capacities of social and child protection systems in target localities are strengthened	<p><u>Indicator:</u> Number of social welfare centres and professional staff with increased capacities for DRR and disaster preparedness. <u>Baseline:</u> 4 Centre for Social Welfare and 20 professionals from social and child protection sector (2016). <u>Target:</u> At least 14 Centres for Social Welfare centres and 100 professionals from social and child protection sector (2022).</p> <p><u>Indicator:</u> Number of social welfare beneficiaries and people living in disaster prone areas in target localities with access to better capacitated social welfare centres and adequate services related to DRR and preparedness needs. (disaggregated by sex and age). <u>Baseline:</u> 0. <u>Target:</u> At least 6,000 (2022).</p> <p><u>Indicator:</u> Number of social welfare beneficiaries and people living in disaster prone areas in target localities with access to better capacitated social welfare centres and adequate services related to DRR and preparedness needs. (disaggregated by sex and age). <u>Baseline:</u> 0. <u>Target:</u> At least 6,000 (2022).</p>	<ul style="list-style-type: none"> • Programme progress and final reports; • Official records and documents of the social welfare centres in target localities; • Feedback from the vulnerable population groups using the services of the social welfare centres in target localities; • Media, photo/video records. 	<p>Social Welfare Centres' management and staff understand the importance of preparedness and DRR aspects are embedded into social and child protection systems, for the benefit of the vulnerable population groups.</p> <p>Pilot efforts related to standards for disaster emergency and response in Social Welfare Centres provide a sound platform for further scaling-up of initial experiences</p>

Output 2.4	<p>Preparedness and DRR capacities of local governments and healthcare institutions in target localities to effectively address specific health-care needs of children, youth and adolescents, and women in emergency settings enhanced</p>	<p><u>Indicator:</u> Number of relevant local stakeholders (from healthcare institutions, police, CSW, civil protection and municipal authorities) capacitated in the area of DRR and preparedness, with focus to SRH (sexual and reproductive health) and GBV (gender-based violence) concerns of youth, adolescents and women in disasters.</p> <p><u>Baseline:</u> 45 relevant local stakeholders (from healthcare professionals' institutions, police, CSW, civil protection and municipal authorities) trained on MISP (2017).</p> <p><u>Target:</u> At least 160 relevant local capacitated in DRR and preparedness with focus on SRH (sexual and reproductive health) and GBV (gender-based violence) concerns of youth, adolescents and women in disasters (2022).</p> <p><u>Indicator:</u> Number of children, youth, adolescents and women living in disaster prone areas with access to healthcare services benefiting from improved capacities of health professionals to address their specific DRR and preparedness needs.</p> <p><u>Baseline:</u> 0</p> <p><u>Target:</u> At least 50,000 (2022).</p>	<ul style="list-style-type: none"> • Programme progress and final reports; • Records from capacity building initiatives; • Formal documentation of partner local governments and healthcare institutions engaged in the Programme; • Postings and information in media and newspapers photo and video records. 	<p>Healthcare institutions, police, Centres for Social Welfare, civil protection and municipal authorities understand the importance of capacitating their staff in the area of DRR and preparedness.</p>
Output 2.5	<p>Capacities of agriculture sector and vulnerable farmers in target localities to increase disaster preparedness and reduce disaster losses are strengthened.</p>	<p><u>Indicator:</u> Number of farmers/agriculture producers who strengthen their capacity and knowledge on DRR and preparedness.</p> <p><u>Baseline:</u> 0 farmers/agriculture producers capacitated in DRR and preparedness (2017).</p> <p><u>Target:</u> At least 50 farmers/agriculture producers capacitated to apply DRR and preparedness approach and reduce disaster-related losses (2022).</p>	<ul style="list-style-type: none"> • Programme progress and final reports; • Records from capacity building initiatives; • Feedback from beneficiaries; • Postings and information in media and newspapers photo and video records. 	<p>FAO's globally-applied "Farmer Field Schools" methodology will be replicated in Bosnia and Herzegovina.</p>
Output 2.6	<p>Local level capacities, tools and procedures for disaster preparedness are tested in practice to improve cross-</p>	<p><u>Indicator:</u> Number of relevant local stakeholders (from civil protection, healthcare institutions, CSW, civil protection, farmer associations and other relevant stakeholders) jointly tested their disaster</p>	<ul style="list-style-type: none"> • Records from simulation exercise; • Feedback from participants/citizens. 	

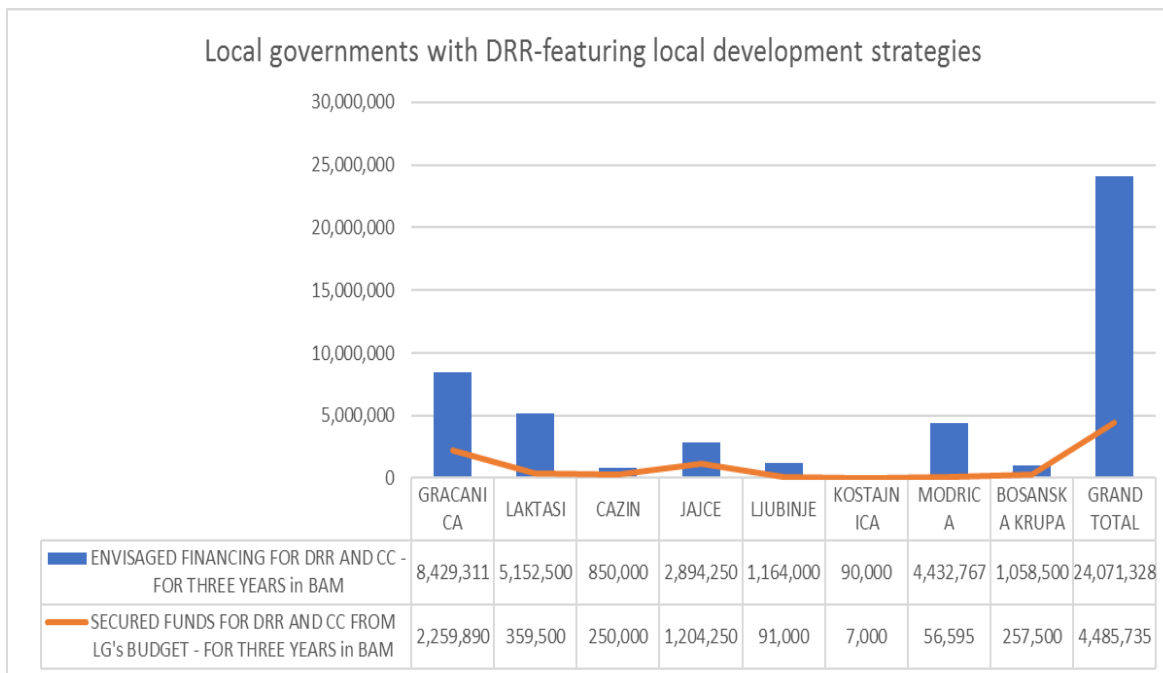
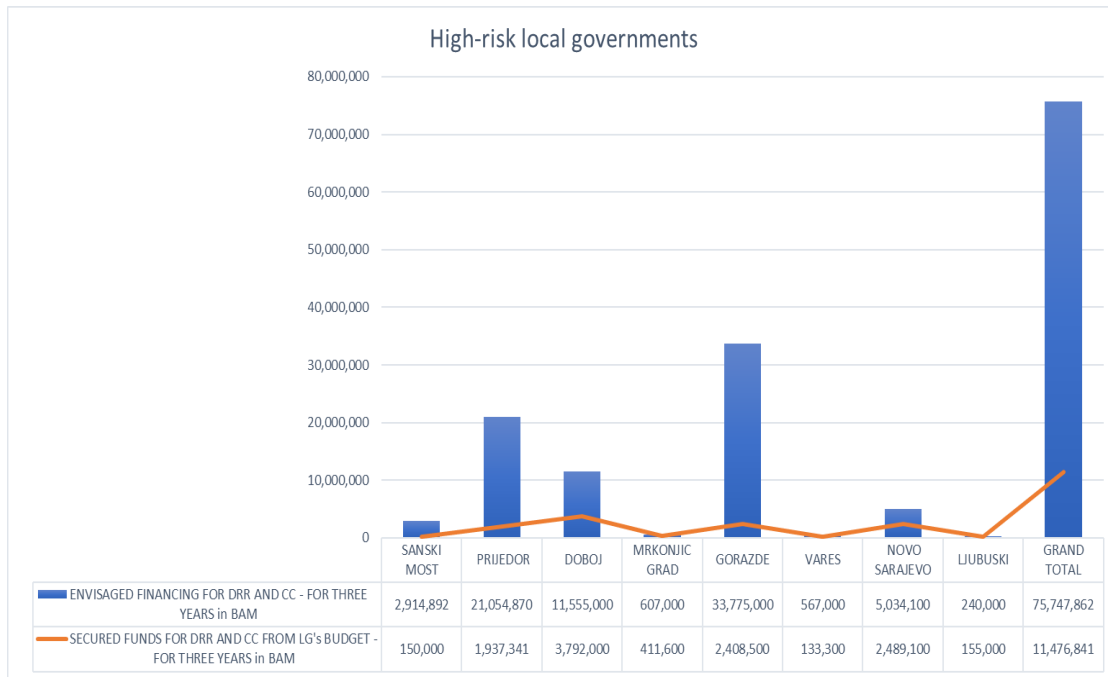
	sectoral coordination for effective disaster response	<p>response procedures with focus on vulnerable population concerns <u>Baseline:</u> 0 (2017). <u>Target:</u> 50 (2022).</p> <p><u>Indicator:</u> Number of vulnerable people (children, youth, adolescents and women) involved in joint cross-sectoral simulation exercise with focus on their specific needs in disaster times. <u>Baseline:</u> N/A <u>Target:</u> At least 100 vulnerable people have improved awareness on disaster response procedures of different sectors and their roles in provision of emergency response -related services to address their specific needs as a result of the Programme support (2022).</p>		
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Activities for Output 1.1. Local-level DRR Platforms are established to serve as locally-owned DRR coordination mechanisms and capacitated to promote the community's understanding of risk drivers, mainstream DRR into local policies and strategies, and support resilience-building initiatives	Inputs
<p>1.1.1 Establish DRR Platforms in targeted localities. 1.1.2 Provide capacity development assistance on development-oriented DRR.</p>	<ul style="list-style-type: none"> - <i>Disaster Risk Reduction Technical Adviser</i> - <i>Travel</i> - <i>Meetings</i> - <i>Technical assistance</i> - <i>Consultation events</i> - <i>International experts</i> - <i>Travel and DSA for the experts</i> - <i>Training</i> - <i>Translation and equipment</i> - <i>Communications and awareness raising</i>
Activities for Output 1.2. Local government's disaster risk assessment capacities are improved based on evidence and innovative technologies, with consideration of vulnerability aspects.	Inputs
<p>1.2.1 Scale-up DRAS system at the local level. 1.2.2 Develop/update local risk assessments based on DRAS.</p>	<ul style="list-style-type: none"> - <i>DRAS expert (local)</i> - <i>Hydrologist (local)</i> - <i>Geologist (local)</i>

<p>1.2.3 Conduct school safety assessments using (VISUS) methodology in 40 schools.</p> <p>1.2.4 Conduct local vulnerability assessments with focus on social and child protection sector.</p> <p>1.2.5 Conduct local risk assessments with focus on agriculture sector.</p> <p>1.2.6 Technical assistance for consolidation of all sector-specific DRR assessments</p>	<ul style="list-style-type: none"> - GIS expert (local) - International expertise for VISUS methodology - Service providers (companies) - Travel - Meetings, workshops - Printing - Training - Operations Support Costs
<p>Activities for Output 1.3. Municipal/city DRR strategic and action planning frameworks are upgraded based on multi-sectoral perspective, with focus on the vulnerable population groups</p>	<p style="text-align: center;">Inputs</p>
<p>1.3.1 Upgrade local governments' strategic/action planning frameworks based on the multi-sectoral assessments, considering all-of government approach.</p>	<ul style="list-style-type: none"> - Disaster Risk Reduction Technical Adviser (national) - Travel - Meetings - Printing - Programme Support Costs - Operations Support Costs - Technical Assistance - Consultation events - Upgrade of action plan - Travel
<p>Activities for Output 2.1 Local level capacities for floods and landslides prevention and preparedness are enhanced through capacity development, early warning and awareness raising.</p>	<p style="text-align: center;">Inputs</p>
<p>2.1.1 Implement flood prevention actions: capacity development and technical investments.</p> <p>2.1.2. Implement landslide prevention actions.</p> <p>2.1.3 Support the preparedness of local communities, including camp management and coordination.</p> <p>2.1.4 Establish early warning systems.</p> <p>2.1.5. Raise community and citizens' awareness on hazards.</p>	<ul style="list-style-type: none"> - Floods prevention expert (international) - Floods prevention expert (local) - Travel - Training - Workshop and meeting - Publications - Contractual Services Companies - Engineer - Flood forecasting and early warning system
<p>Activities for Output 2.2 Safe school environments in target localities are established through strengthening school capacities for disaster management and risk reduction</p>	<p style="text-align: center;">Inputs</p>
<p>2.2.1 Establish and Capacitate School Disaster Management committees in target localities.</p>	<ul style="list-style-type: none"> - Technical assistance - Capacity building - Travel

Activities for Output 2.3. Institutional preparedness and DRR capacities of social and child protection systems in target localities are strengthened	Inputs
<p>2.3.1 Strengthen DRR capacities of selected Centres for Social Welfare by developing and adopting standard operating procedures for business continuity and training for social welfare professionals.</p> <p>2.3.2 Develop procedures and standard operating procedures to deal with cases of violence and separated children in emergencies.</p> <p>2.3.3 Support the implementation of DRR social protection actions.</p>	<ul style="list-style-type: none"> - <i>Technical assistance</i> - <i>Consultancy</i> - <i>Trainings, workshops</i> - <i>Travel</i> - <i>Transfers to local governments</i>
Activities for Output 2.4 Preparedness and DRR capacities of local governments and healthcare institutions in target localities to effectively address specific healthcare needs of children, youth and adolescents, and women in emergency settings enhanced	Inputs
<p>2.4.1 Map stakeholders who deal with SRH and GBV in emergencies.</p> <p>2.4.2 Develop of SoPs for SRH and GBV in emergencies and educational material for local authorities - sustainability to DRR Platform.</p> <p>2.4.3 Strengthen capacity of local stakeholders through training.</p> <p>2.4.4 Strengthen capacity and raise awareness of health professionals on the importance of immunization as a preparedness measure through trainings.</p> <p>2.4.5. Support health systems raise awareness and promote exclusive breastfeeding practices before, during and after emergencies in target localities through trainings and Information, education and communication (IEC) activities.</p>	<ul style="list-style-type: none"> - <i>Consultants</i> - <i>Travel</i> - <i>Training, workshops</i> - <i>Accommodation and hospitality for training participants</i> - <i>Translation and equipment</i> - <i>Training materials</i> - <i>Technical assistance</i> - <i>Communications</i> - <i>Service providers (companies)</i>
Activities for Output 2.5. Capacities of agriculture sector and vulnerable farmers in target localities to increase disaster preparedness and reduce disaster losses are strengthened.	Inputs
<p>2.5.1 Strengthen capacity and awareness of farmers and agricultural producers on DRR and promote good practices and technologies to reduce the impact of natural hazards in the agriculture sector.</p> <p>2.5.2 Conduct agriculture-focused disaster simulation exercise.</p>	<ul style="list-style-type: none"> - <i>Consultants</i> - <i>Travel</i> - <i>Training, workshops</i>
Activities for Output 2.6. Local level capacities, tools and procedures for disaster preparedness are tested in practice to improve cross-sectoral coordination for effective disaster response.	Inputs
<p>2.6.1 Support and conduct simulation exercise with focus on protection and rescue, education, health and agriculture sectors.</p>	<ul style="list-style-type: none"> - <i>Expert staff</i> - <i>Consultants</i> - <i>Travel</i> - <i>Training, workshops</i>

ANNEX II: OUTLOOK OF ANALYSIS OF LOCAL DEVELOPMENT STRATEGIES FROM THE VIEWPOINT OF DEMAND AND LEVEL OF EMBEDDING OF DRR



ANNEX III: CONSULTATIONS WITH INSTITUTIONAL STAKEHOLDERS ON THE DRAFT PROGRAMME CONDUCTED DURING THE INCEPTION PHASE

Consulted partner	Number of representatives consulted	Date of consultation	Key recommendations and feedback
Ministry of Security of Bosnia and Herzegovina	2	The Ministry was closely involved in the process of Programme design from the beginning of 2017. On 13 November 2017 and 28 November 2017, the Ministry was informed about the latest design of the Programme.	Overall expression of interest and support.
Ministry of Civil Affairs of Bosnia and Herzegovina (culture and health departments)	4	29 November 2017	The project has been introduced to the National Commission of Bosnia and Herzegovina for cooperation with UNESCO, chaired by the Minister of Civil Affairs, and composed by the representatives of all governing levels of BIH, at their next session which is to take place on 18 December 2017.
Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina	3	15 October – 15 November 2017	General support to the Programme, specifically its agriculture activities.
FBiH Ministry of Agriculture	4		
RS Ministry of Agriculture	4		
Department of Agriculture of Brčko District	3		
FBiH Civil Protection Agency	3	6, 24 and 28 November, 2017	Overall expression of interest and support. The Agency emphasized good cooperation and support provided by Swiss Government and would like to see continuation of already initiated initiatives (volunteers programme and agricultural PDNA methodologies). Waiting for detail comments.
RS Civil Protection Agency	4	22 and 28 November, 2017	Overall expression of interest and support. Waiting for detail comments.

Consulted partner	Number of representatives consulted	Date of consultation	Key recommendations and feedback
Department of Public Safety of Brčko District	1	1 December, 2017	Overall expression of interest and support with note that further feedback should be sought from all sectors within the government.
Civil Protection Department of the City of Tuzla	1	30 November, 2017	Programme designed fully fits with the needs of local communities and vulnerable categories. If possible, it would be beneficial to add other hazards (earthquakes, droughts, uncontrolled mining activities). Also, it would be beneficial to consider defining a methodology for creation of operational network of communities for disaster risk management within municipalities.
FBiH Ministry of Labour and Social Policy	1	8 November 2017	The social and child protection component of the DRR programme has been fully endorsed. The Ministry would like to be involved in the selection of 6 target local governments.
RS Ministry of Health and Social Welfare	1	23 November 2017	The social and child protection component of the DRR programme has been fully endorsed. The Ministry proposed that the social protection sectoral input for the local DRR action plan should incorporate the relevant action points from the recently adopted Strategy for Persons with Disabilities in RS (2017-2026) to ensure cross-referencing and involvement of the relevant stakeholders. The activity related to country-wide DRR Strategy/Strategic Framework needs to be discussed with the appropriate decision-making level (reference the Ministry of Economic Relations and Regional Cooperation). The Ministry would like to be involved in the selection of 6 target local governments.
RS Ministry of Education and Culture		27 November 2017	Education and DRR recognized as important and relevant topic. Minister shared the information that in all secondary schools in the RS a new subject called "Safety and protection" will be introduced as of next school year (2017/2018). He welcomed all

Consulted partner	Number of representatives consulted	Date of consultation	Key recommendations and feedback
			content which can be used as part of the syllabus. Minister also agreed that focal point from his Ministry will be identified to discuss details of the implementation of education component.
RS Ministry of Health	1	November 2017	General support to the Programme
FBiH Ministry of Health	1		
Brčko District Health Department	1	26 September 2017 11-13 October 2017	The Department highlighted the need for standardized trainings for health professionals to increase the immunization rates as the best preparedness measure against the spread of infectious diseases during emergency situations.
Faculty of Social Work Banja Luka	2	23.11.2017	The social and child protection component of the DRR programme has been fully endorsed.
Faculty of Social Work Sarajevo	1	8.11.2017	The social and child protection component of the DRR programme has been fully endorsed.
FBiH Institute of Public Health	1	26 September 2017 11-13 October 2017	The Institute representatives highlighted the need for trainings for health professionals to increase immunization rates as the best preparedness measure against the spread of infectious diseases during emergency situations. Partners have continuously pointed out the low rates of breastfeeding in the country and support any initiatives that work on raising awareness on breastfeeding because in emergencies, breastfeeding remains the safest, most nutritious and reliable food source for infants under the age of six months. Therefore, the partners seek to increase investments in breastfeeding in emergencies, including the preparedness phase, to ensure adequate breastfeeding protection, promotion and support are in place and implemented before and during emergencies.
RS Institute of Public Health		26 September 2017 11-13 October 2017	

ANNEX IV: CEDRIG ASSESSMENT

CEDRIG LIGHT

Program Title:

Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina

Overall goal:

Local level DRR capacities, frameworks and partnerships pave the way for bottom-up reform towards risk-informed development in Bosnia and Herzegovina

Country/Region:

Bosnia and Herzegovina

Budget:

4.9 million USD

Duration of the Programme:

Four years 2018-2022

Description:

The end-of-Programme vision is as follows: Governments at all levels in Bosnia and Herzegovina systematically undertake coordinated, multi-sectoral and concrete risk reduction and preparedness measures. As a result, the population in the country is more socially and economically resilient to effects of disasters and climate change.

The overall goal of the Programme is as follows: Local governments in Bosnia and Herzegovina have improved their DRR institutional capacities, frameworks, public services and partnerships, and population in risk-exposed localities is less vulnerable socially and economically to effects of disasters and climate change.

The Programme has three main outcomes, as follows:

- **Outcome 1:** At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to prevent and respond to disasters.
- **Outcome 2:** Citizens in target localities, particularly the most vulnerable population groups, have become more resilient to disasters.

Keywords: (maximum 10)

Protection and rescue, education, social and child protection, health, and agriculture
DRR Platforms, risk assessments, DRR strategic framework, community resilience

NATURAL HAZARDS (HYDRO-METEOROLOGICAL AND GEOLOGICAL)						
STEP A1				STEP A2	STEP A3	STEP A1
HAZARDS	YES	NOT SURE	NO	Likelihood	Consequences	Risk Significance
Heat waves	X			Unlikely	Extremely harmful	High risk
Extreme cold	X			Unlikely	Slightly harmful	Low risk
Heavy snowfall	X			Unlikely	Slightly harmful	Low risk
Hail storms	X			Likely	Harmful	High risk
Droughts	X			Likely	Extremely harmful	High risk

Storms, tornadoes, hurricanes, strong winds, sandstorms	X		Highly unlikely	Slightly harmful	Low risk
Volcanic eruptions		X	NA	NA	NA
Earthquakes	X		Highly unlikely	Extremely harmful	Medium risk
Tsunamis		X	NA	NA	NA
Mudslides, landslide	X		Likely	Extremely harmful	High risk
Rock-, snow-, ice-avalanches	X		Unlikely	Slightly harmful	Low risk
Flash floods, floods	X		Likely	Extremely harmful	High risk
Debris flows (mix of water and debris)	X		Likely	Harmful	High risk
Wildfires	X		Likely	Extremely harmful	High risk
Other: please specify			NA		NA

HAZARDS ARISING FROM ENVIRONMENTAL DEGRADATION						
HAZARDS	STEP A1			STEP A2	STEP A3	STEP A1
	YES	NOT SURE	NO	Likelihood	Consequences	Risk Significance
Desertification			x	NA	NA	NA
Deforestation	x			Unlikely	Harmful	Medium risk
Degradation (land, soil, ecosystems, biodiversity)	x			Unlikely	Harmful	Medium risk
Soil pollution	x			Unlikely	Extremely harmful	High risk
Salinization		x		Unlikely	Slightly harmful	Low risk
Water pollution (surface and subterranean)	x			Unlikely	Extremely harmful	High risk
Air pollution	x			Likely	Extremely harmful	High risk
Pest and epidemics	x			Unlikely	Harmful	Medium risk
Chemical hazards (pesticides, chemicals)	x			Unlikely	Extremely harmful	High risk
Other: please specify				NA		NA

HAZARDS ARISING FROM CLIMATE CHANGE (AND CLIMATE VARIABILITY)						
HAZARDS	STEP A1			STEP A2	STEP A3	STEP A1
	YES	NOT SURE	NO	Likelihood	Consequences	Risk Significance
General trends towards higher or lower mean annual temperatures	x			Unlikely	Harmful	Medium risk
General trend towards an increase or decrease in average rainfall	x			Unlikely	Extremely harmful	High risk
Changes in frequency and intensity of climatic extreme	x			Unlikely	Harmful	Medium risk

events and associated disasters (e.g. cold and heat waves, flood, drought, storms, hurricanes, cyclones)

Shifts in season	x	NA	NA	NA
Raised sea level and increased coastal erosion	x	NA	NA	NA
Acceleration of desertification and soil erosion processes	x	NA	NA	NA
Other: please specify				NA

Step A5 – Decide if a detailed risk assessment is needed **YES** NO

Step B1 — Estimate impact on climate change

COMPONENT OF THE ACTIVITY	IMPACT ON CLIMATE CHANGE
Outcome 1	Increased GHG emissions: transportation, energy generation and consumption Decreased carbon sinks: raising public awareness and introducing multi-sectoral approach to DRR
Outcome 2	Increased GHG emissions: transportation, energy generation and consumption Decreased carbon sinks: Structural and non-structural floods, landslides and fires prevention measures. Increased emergency preparedness

Step B2 — Estimate impact on the environment

ENVIRONMENTAL AREA	COMPONENT OF THE ACTIVITY	IMPACT ON ENVIRONMENT
Water	Outcome 2	Impact of infrastructure
Air	Outcome 1, 2	Increase of transportation
Ecosystems	Outcome 2	Impact of infrastructure
Soil	Outcome 2	Impact of infrastructure

Step B3 — Estimate impact on disaster risks

COMPONENT OF THE ACTIVITY	EXACERBATED OR NEWLY CREATED RISK
Outcome 1	
Outcome 2	Impact of infrastructure

Step B4 — Decide if a detailed impact assessment is needed **YES** NO

CEDRIG OPERATIONAL

A) CEDRIG Operational - Risk perspective

Step A1	Step A2	Step A3	Step A4	Step A5	Step A6
Hazards	Consequences	Vulnerabilities	Likelihood	Significance	Selected risks

Heatwaves,
Droughts,
Earthquakes,
Landslides,
Floods,
Wildfires,
Soil pollution,
Air pollution,
General trend towards an increase or decrease in average rainfall

Infrastructure works could be affected by earthquake, landslides, floods, fires

Human vulnerability: poor knowledge of risks

Likely

Harmful

High risk

Step A7 Potential measures	Step A8 Score measures (optional)	for	Step A9 Selected measures	Comments
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Adjusting the existing components by emphasizing that all infrastructure is detailly risk-informed of and designed to minimize risks

Ensure that all infrastructure is detailly risk-informed of and designed to minimize risks

B) CEDRIG Operational - Impact perspective

COMPONENT OF THE PROJECT	STEP B1 POTENTIAL NEGATIVE IMPACT	STEP B2 SIGNIFICANCE	STEP B3 SELECTED IMPACTS
IMPACT ON CLIMATE			
Outcome 1	Increase GHG do to traveling	Low significance and low importance	
Outcome 2	Increase GHG do to traveling and construction and maladaptation	Mid significance and mid importance	Increase GHG do to traveling and construction and maladaptation
IMPACT ON ENVIRONMENT (WATER, SOIL, AIR, ECOSYSTEM)			
Outcome 1	Impact on air due to increase of transportation	Low significance and low importance	
Outcome 2	Impact of infrastructure on water, air, ecosystems and soils	Low significance and low importance	
IMPACT ON DISASTER RISK (CREATION OF NEW RISKS, EXACERBATION OF EXISTING ONES)			
NA			

Step B4 Potential measures	Step B5 Score for measures (optional)	Step B6 Selected measures	Comments
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Adjusting the existing components by emphasizing that all infrastructure is climate smart and designed to minimize risks

Ensure that all infrastructure is detailly climate smart and designed to minimize risks

ANNEX V: DETAILED STAKEHOLDERS' ASSESSMENT

Stakeholder	Interest in/commitment to the Project	Identified challenges	Capacity for change (contribution to the Project)	Actions to strengthen the capacity of the stakeholder to address their interests
KEY PROGRAMME PARTNERS				
Local governments	Core Programme partners and beneficiaries. Very committed and key players with regard to implementing practical DRR and emergency preparedness measures at the local level, with important implications for resilience of the citizens and overall socio-economic local development. Main recipients of the Programme financial, knowledge and technical support. Interested in overall progress and stability, disaster-proof economic development and improving of living conditions through advancing disaster preparedness systems to fulfil expectations of their constituencies, especially vulnerable population.	DRR and emergency preparedness mechanisms in local policy design and delivery must be improved. LGs lack sufficient knowledge, resources and institutionalized DRR mechanisms to deliver vital DRR services to the citizens. In some occasions, depending on the power relations and interests, can have a strong restraining influence, if influence of lack of long-term benefits of DRR prevails over usual practice of late reactions to disasters when they already happen.	Have a high degree of decision-making and change-making power at the local level. Engagement of the local political leaders is instrumental for fostering risk-informed good governance practices. Through their decision-making and administrative structures, affect quality of service delivery, while their motivation to engage in the Programme will be a pre-condition for success. LGs will also play an important role in providing potential co-funding from municipal budgets to maximize scope of DRR interventions and results. Keen to improve their DRR and emergency preparedness performance and be viewed by citizens as responsive and accountable to them.	Strengthening capacities for risk-informed decision-making and legitimising new DRR and emergency preparedness systems, procedures, and policies. Tailored assistance to set out DRR strategic objectives for reducing disaster risks together with targeted actions to accomplish these objectives and high sensitivity towards needs of the vulnerable population. Furthermore, improving practices of sectoral risk mapping and analysis to inform setting out of DRR strategic goals and raise community awareness on hazards, their likelihood, and potential impacts. Improvement of emergency services such as civil protection authorities, health emergency services, education, agriculture. Strengthening knowledge and capacities of LGs, professional response organizations, communities, and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions.
Entity Associations of Municipalities and Cities	Represent the voice of LGs in the country and play an important role in various advocacy processes, country-wide sharing of practices and positive “pressure” to responsible policy-makers in the best	AMCs lack sufficient knowledge and awareness of risk-informed concept of DRR and might perceive	AMCs can play a crucial role in advocating for strategic changes in development planning on behalf of municipalities. They have a potential	They will be engaged and consulted from the outset of Programme implementation. Capacities, advocacy and influential powers need to be

Stakeholder	Interest in/commitment to the Project	Identified challenges	Capacity for change (contribution to the Project)	Actions to strengthen the capacity of the stakeholder to address their interests
	<p>interest of their members. Therefore, AMCs will have a strong supportive role, particularly in the process of design and advocacy in improving DRR strategic frameworks and setting up local DRR coordination mechanisms.</p>	<p>the Programme scope and intended goals as additional burden for their traditional duties and responsibilities. They face a serious lack of technical and human capacities and innovation-oriented organizational culture that might jeopardize their interest to take an active role in the Programme implementation.</p>	<p>to drive intensive advocacy processes and lobby for adoption of new strategic frameworks promote decentralization.</p> <p>In addition, they can serve as knowledge-sharing and community awareness raising platforms that can positively contribute to increased citizens participation in DRR reform processes and eventually create a bottom-up pressure.</p>	<p>strengthened and actualised for impacts at scale. Involvement in local DRR Platforms will provide institutional room for their substantive involvement in DRR strategic planning</p>
<p>Local communities (MZs)</p>	<p>There are app. 2,587 MZs in Bosnia and Herzegovina, defined as areas within LGs. Have the character of community organisations which directly meet various local needs and aim to improve communication between government institutions and citizens in LG. Have a keen interest to see governance and public service delivery for their population is DRR-improved and risk-aware. Engaged in capacity development processes, facilitation of community discussions and effective representation in broader municipal, entity or country-level fora.</p>	<p>Have various status, size, responsibilities, capacity and level of activity. Highly dependent on funding from LGs. Technical and human capacities are insufficient.</p>	<p>MZs have a key role as intermediary between communities and LGs in the process of DRR decision-making and accountability, design and implementation of improvements of DRR-related services and practices. Have an important role in mobilising citizens, providing administrative support/services and organising various DRR-related events with the local community. Have a high level of commitment and enthusiasm and strong potential to improve the ways people participate in local DRR decision-making, especially in rural areas.</p>	<p>Tailored awareness raising on DRR, emergency preparedness and available means for citizens to pursue risk-responsible behaviour. Involving the MZs as facilitators and people-centred community governance structure, to take a driving seat in change of citizens mindset to imbed DRR in their vision of resilient community and to take active participation in designing and implementing community-based DRR measures.</p>

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Thematic non-governmental organisations and networks	Increasingly active and with an important role in bridging the gaps between sector-specific DRR aspects, providing quality DRR -related data as well as sharing of best practices. Red Cross society, associations of farmers and agricultural producers, mountain rescuers, diving clubs are important actors to engage with (local) governments by acting as a strong voice of DRR needs in the field, given their presence and operational experience in disaster relief efforts.	Insufficiently well developed and still not formally gathered as a unified actor to engage in DRR policy or regulatory changes.	Thematic associations in DRR sector are becoming more pro-active. Can advocate for improvement of the DRR-strategic framework at both higher and local government levels, as well as to ensure dynamic networking and exchange of ideas and good practices.	Capacities, advocacy and influential powers need to be strengthened and actualised for impacts at scale.
Representatives of schools and health institutions	Very important role in voicing out the needs of the most vulnerable in local DRR frameworks and actions. Particularly interested in ensuring that important aspects of social and physical resilience of schools and facilities is improved, and reinforced preparedness standards are in place. Furthermore, they are committed to improve emergency-related health services, including maternal, new-born and child health and sexual and reproductive health preparedness.	Have a strong interest and general awareness on DRR but insufficient capacities and resources to introduce DRR-related changes and risk-informed improvements in their performance. Very limited cooperation with traditional DRR actors and involvement in DRR planning processes.	Unique role in promotion of community and vulnerable groups participation in DRR efforts. One of the critical service providers in disaster times with potential for strong community outreach that can bring positive changes in all community-based DRR initiatives. If involved in the design and implementation of inclusive DRR policies and practices at local level could ensure that education and health services are properly prioritized, and special attention is given to the DRR needs of vulnerable population.	Strengthening of human and knowledge capacities for legitimising new DRR and emergency preparedness systems and risk-proofing their services to better fit the DRR needs of vulnerable population.
The Ministry of Security of Bosnia and Herzegovina	The lead state-level Programme institutional partner holding the closest mandate related to the Programme's scope and objectives. Carries responsibilities for the field of protection and rescue and disaster risk management. Particularly interested in coordinating the formation of DRR	Often insufficient sector-related coordination with relevant state and entity institutions, as well as with local institutions, which makes DRR policy- and	Co-chairs the Programme steering as the lead Programme institutional partner. Leading and coordinating role in the process of drafting, consulting and adopting DRR strategic framework as well as setting up DRR	Raising capacities for the formation of DRR Platforms, inter-institutional and cross-sectoral coordination, design of the DRR strategic framework and spearheading its follow-up

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	Platforms and design of the DRR strategic framework to improve inter-institutional coordination and the whole-of-government approach to DRR.	coordination changes burdensome.	Platform. Have relatively good sector-related capacity.	implementation with positive effects on local level DRR changes.
The Federal Civil Protection Administration of Federation of Bosnia and Herzegovina & Republic Administration of Civil Protection of Republika Srpska	<p>One of the main Programme institutional partners responsible for protection and rescue and disaster risk management sector in Federation of Bosnia and Herzegovina and Republika Srpska. Holds one of the closest mandate related to the Programme's scope and objectives. Carries responsibilities, among others, for developing the entity-level Risk Assessment, the Programme for Protection and rescue from natural and other disasters, the Plan for protection and rescue from natural and other disasters, organises, carries out protection and rescue field operations; organises and implements the Demining Programme and performs other duties related to protection and rescue/civil protection sector.</p> <p>Particularly interested in DRR coordination and strategic planning, risk assessments and improvement of capacities and resources of local-level civil protection branches to build community resilience and preparedness to disasters.</p>	<p>Limited capacities (especially at local level civil protection branches) and insufficiently well-developed interaction with other development sectors.</p> <p>Potentially interested in the concentration of power within their jurisdiction.</p> <p>May have a restraining power in terms of consolidating government levels in DRR Platform and DRR strategic planning process.</p>	<p>Joint Programme Steering Committee member. Engaged in the process of drafting, consulting and adopting DRR strategic framework and DRR Platform. Provides oversight and technical advice for local-level DRR measures concerning protection and rescue sector, particularly developing emergency response protocols and design of simulation exercise.</p>	<p>Strengthening of human and knowledge DRR capacities in close collaboration with all sectors and government levels. Sensitization and promotion of the system-wide benefits of harmonized approaches to DRR with involvement of all relevant institutions responsible for DRR across government levels.</p>
Hydrometeorological Institutes and Agencies for Water Management in both entities	<p>Institutional partners with a very important role in hazard data collection, risk analysis and early warning systems. Particularly interested in collecting, recording and sharing flood risk information to inform various risk assessments, hazard- and risk mapping processes.</p>	<p>Insufficient coordination with other non-technical sectors and limited utilization of their expert advice and data sets for DRR risk analysis and planning processes.</p>	<p>Programme steering and advisory role to the process of drafting, consulting and adopting DRR strategic framework. Important role in improving risk-assessment practices and promoting GIS solutions. Have relatively good sector-related capacity.</p>	<p>To provide the substantive engagement and best utilization of their competences and expertise, they will be engaged from the outset and equipped with appropriate knowledge and tools to take part in DRR strategic planning design, consultation and cross-sectoral endorsement process at the local level. Furthermore, they</p>

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				will have the opportunity to position technical DRR institutions more substantively in DRR inter-institutional coordination through DRR Platform.
Private sector	Important stakeholders who have a role in the community resilience building process. Since the private sector is highly vulnerable to disasters (especially small and medium companies), they should be voiced out in the process of assessing community disaster risks and designing DRR strategies, to address the interest and needs of the private sector. Private sector is also interested in contributing to the DRR agenda from the viewpoint of safeguarding economic investments and infrastructure.	Limited capacities and involvement in the DRR risk analysis and planning processes as well as insufficiently well-developed interaction with the public sector, particularly from the viewpoint of a common DRR agenda.	The private sector can offer practical knowledge and know-how from business operation viewpoint, to be embedded in the broader DRR framework at the local level. Based on lessons learnt from the recent floods, the private sector can contribute with specific measures and ideas on how to focus strongly on risk-proofing local economies.	Having in mind that the private sector is highly vulnerable to disasters (especially small and medium companies, agricultural producers), they will be closely engaged in the programme, particularly through: (i) their participation in the DRR platforms; (ii) engagement in the local-level risk assessments, so as to capture the private sector perspective and enable adequate response measures; (iii) participation in the improving of the local strategies, particularly in terms of consulting the private sector on proposed measures addressing their needs and vulnerabilities at the grass-root level; (iv) familiarizing the private sector with the preparedness/contingency planning at the local level.