

**DMEP**

DISASTER MANAGEMENT AND EMERGENCY PREPAREDNESS PROGRAMME  
UNDP ALBANIA

# ANNUAL REPORT

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## **ACCRONYMS used in this report**

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<b>ARC</b>	Albanian Red Cross
<b>BCPR</b>	Bureau for Crisis Prevention and Recovery
<b>CHAD</b>	Conflict and Humanitarian Affairs Department (DFID)
<b>CHF</b>	Swiss Francs
<b>CO</b>	Country office (UNDP Albania)
<b>CoM</b>	Council of Ministers (Albania)
<b>DFID</b>	Department for International Development, UK
<b>CMEP</b>	Civil Military Emergency Planning (regional initiative funded by the US government in South Eastern Europe)
<b>DM</b>	Disaster Management
<b>DMEP</b>	Disaster Management and Emergency Preparedness Program (UNDP Albania)
<b>DMTP</b>	see UNDMTP
<b>DoCE</b>	(General) Directorate for Civil Emergency Planning (counterpart institution)
<b>DCEPC</b>	Directorate for Civil Emergency Planning and Coordination (within the DoCE)
<b>DRRT</b>	Disaster Reduction and Recovery Team (part of BCPR/UNDP)
<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs (New York/ Geneva)
<b>PPF</b>	Partnership for Peace (NATO)
<b>PM</b>	Prime Minister (Albania)
<b>RBEC</b>	Regional Bureau for Europe and the CIS (UNDP)
<b>SURF</b>	Sub-Regional facility (UNDP, Bratislava)
<b>UNDMT</b>	United Nations Disaster Management Team (Albania)
<b>UNDMTP</b>	United Nations Disaster Management Training Program (UNDP/BCPR, Geneva)
<b>UNV</b>	United Nations Volunteers

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# 1. INTRODUCTION

## 1.1 (Pre-) History of the Disaster Management and Emergency Preparedness Program (DMEP) in Albania

First ideas for a program that addresses Disaster Management in Albania were generated following the Kosovo crisis. The international community commended Albania's swift and generous response to the refugee influx. At the same time the instruments devised for coordinating the massive national and international response were put in place in an ad hoc way. The main national coordination body, the "Emergency Coordination Group" was dissolved when the Kosovo crisis was over and there was no government institution to take over basic disaster planning and coordination tasks.

In the autumn of 1999 a mission dispatched by UNDP's Emergency Response Division (today's BCPR) looked into the need to build up a permanent Disaster Management capacity within the Albanian government. Several meetings were held at high political levels and consensus was reached to install the function of disaster planning and coordination within the Prime Minister's Office.

In 2000 Albanian officials together with a legal specialist from the Partnership for Peace (PfP) cell, NATO, drafted a law "On Civil Emergencies" (approved in March 2001) which provided the legal basis for the creation of a "General Directorate for Civil Emergencies Planning and Response". Contradictory to initial plans this Directorate was installed within the Ministry of Local Government and Decentralization.

In December 2000 a second mission composed of representatives from DFID, London and UNDP/BCPR's Disaster Reduction and Recovery Team (DRRT), Geneva assessed the situation in Albania and outlined a proposal for a Disaster Management and Emergency Preparedness Program. DFID agreed to fully fund the program proposal amounting to 960,620 USD for a 2-year period. The start was foreseen in 2001 but the

transfer of funds was delayed. In addition the program proposal had to go through a negotiation process with the government. The revised proposal was finally approved and signed by the counterpart institution, the Ministry of Local Government and Decentralization in November 2001.

Recruitment of a project manager had started well before November 2001 but proved to be difficult. One candidate fell through due to family reasons; several others were refused by the government counterpart institution. The current program manager was contracted in December 2001, and started her assignment within six weeks, on January 15, 2002. This, in terms of expenditures against budget, marked the start of the program.

## 1.2 Rationale for the program and main components

The Kosovo crisis provided the triggering event for the international community to pay more attention to Albania's vulnerability to disasters in the absence of a functioning disaster management system. Albania is vulnerable to a range of natural disasters, and like several countries in the region the greatest single disaster threat is that of a severe earthquake. Records show that in addition the typical i.e. most frequent risk across Albania is that of smaller-scale disaster related to floods, landslides, wild- and forest fires and high snow. 46.6% Albanians live below the poverty line of 2 USD a day. Poverty in combination with poor infrastructure and public services, an insufficiently regulated building boom, poor watershed management and a range of other environmental factors compound the vulnerability of the Albanian population to disasters.

The political situation in Albania has stabilized since the total collapse of public order in 1997 but the rebuilding of credible government institutions and capacity is still a work in progress. Building the government's capacity to address disaster and crisis situations should be seen as part of the overall stabilization process.

The **development objective** of the DMEP-program is to reduce the disaster risks faced by the vulnerable populations in Albania by improving disaster management and emergency response capacities at national and local levels in the country

**Main components of the program** include:

A detailed risk and vulnerability assessment analyzing risks from 6 main hazards (earthquakes, floods, rock-and landslides, high snows and avalanches, forest fires and epidemics)

Multi-sectoral disaster plan at the national level and improved disaster legislation

Strengthened central disaster management institutions, especially within the Ministry of Local Government and Decentralization through both systems, equipment and training

Partnerships and cooperation with Civil Society organizations, especially the Albanian Red Cross

Curricula and training materials for central and regional officials dealing with disaster management and specifically disaster response related planning and coordination

Strengthened regional-level disaster management capacities and regional-level plans

Public awareness and education on main risks and coping mechanisms

Improved UN and international agencies preparedness through an Interagency Contingency Plan.

## **2. DMEP-Program Implementation 2002: Overview**

### **2.1 Getting started in Tirana: office, staff and annual plan (January to March)**

The original program proposal assumed that the DMEP office could be physically set up within the premises of the Ministry of Local Government. Soon after the Program Manager's arrival in January 2002 it became clear that this was unrealistic due to the crowded conditions in the Ministry that shares a building with the Ministry of Public Order.

For these reasons a separate office space had to be identified for the DMEP program. The policy was to keep the office small and modest so that we remained flexible and could move to the Ministry in case conditions changed over there. Apart from computers and basic office furniture we refrained from buying expensive equipment such as copy machines or generators. This helped to limit alienation on the side of the government. The internal transfer of a Nissan land-cruiser from another UNDP project to DMEP also helped to keep down avoidable "self-centered" expenditures.

By mid-March local program staff i.e. a National Program Officer, an Administrative Assistant and a driver was recruited and started to work in the new premises. In December a fourth local team member, a national training coordinator, was identified.

The underlying program document outlined the general strategy and main outcomes of the program but no clear indication of how this was going to be achieved in Albania. Furthermore it was 1,5 years old and the current counterparts had not been involved in the original consensus-building process. First efforts centered on promoting the basic ideas of the program and establishing a realistic and accepted annual plan and budget. This required both internal and external discussions and was concluded in March. The final product also reflected the fact the program had to relate to corporate outcomes as defined earlier by the Country Office in the

Strategic Results Framework (SRF) for 2002-2003 (Annexes 1 and 2: program document and annual plan 2002).

### **2.2 Overcoming the lack of counterparts (March to July)**

In mid-March just as basic agreement on program strategies and activities started to emerge between DMEP and the Ministry, both the General Director and the Director of Planning and Coordination were dismissed from their jobs. This coincided with the forming of a new government under the former Minister of Defense, Pandeli Majko. The two dismissed civil servants had been the main counterparts of the program and the Directorate for Civil Emergencies (DoCE) remained without a responsible manager that could/ would take decisions or significant initiatives for a period of four months.

The program adapted its strategy accordingly. It continued to work with the Ministry, mainly at the level of the Deputy Minister who soon adopted an "open door" policy for the program and proved to be helpful. So even if there was no or very limited participation in activities at the technical level at least there was political support and the Ministry was fully informed about every step taken by the program. Quarterly work-plans as well as all other relevant documents, reports and Terms of References were routinely translated into Albanian and shared with the Ministry, both at the Directorate and political levels. We also were asked to provide support to the drafting of job-descriptions for the Directorate and DM legislation. The new Minister invited UNDP Albania to brief his staff on all activities of UNDP projects implemented in cooperation with the Ministry of Local Government. Furthermore we arranged two separate meetings with the new Minister and the Resident Representative addressing the difficult personnel situation in the DoCE and requesting him to speed up the recruitment process, which was still pending in May.

Meanwhile we could not afford to wait for the outcome of these interventions and opted to work on those aspects of the program that could hardly be executed by the Ministry itself (such as the risk assessment, which requires scientific expertise) and to intensify contacts with the Albanian Red Cross, the Civil Society organization with the most significant role in Disaster Management in Albania. First ideas for a partnership between the government, Albanian RC and UNDP Albania were born and developed during this time. We also visited the three pilot prefectures and assessed the situation there. We had two consultative meetings with international agencies with an interest in DM in Albania. Finally we involved the Disaster Management Training Program (DMTP), Geneva to prepare a workshop in Albania with a view to address the establishment of an Interagency Contingency Plan in Albania (all these program components will be discussed in more detail below).

In July one of our previous technical counterparts, having succeeded in a competitive recruitment process, was reinstated in his job. His energy and devotion to the task immediately had a positive impact on our activities and we went back to a very close working relationship with the DoCE. The end of July also saw another government change: Fatos Nano became the Prime Minister and formed a new government resulting in the appointment of Ben Blushi, the current Minister of Local Government.

### **2.3 Stabilization, disasters and increased program delivery (August to December)**

In the beginning of August Elbasan, a city of 70.000 inhabitants 55 km southeast from Tirana was affected by a string of seismic shocks. These tremors were of relatively minor intensity but caused some anxiety in the population as they continued for three weeks. Some sub-standard buildings were damaged and the newly appointed Minister was much pressured by both local government and the media to mobilize a central response to these events. Wisely he

resisted this pressure, but from the beginning of his appointment he found himself confronted with disaster(s) and with the DM role of his Ministry. This has made him rather sensitive to the performance and needs of the DoCE as well as to UNDP's program.

This positive attitude was reinforced when Albania experienced the worst floods in 10 years in late September. The floods started on September 22 and became so bad by Sunday that a planned workshop with 3 pilot prefectures had to be cancelled. At the height of the floods 16157 houses and 32800 ha of agricultural land were flooded, with the Northwest of the country (Lezhe and Shkoder regions) most affected. The Prime Minister declared a national emergency.

The program worked alongside the MoLG/DoCE to assist with the coordination of appeals and international assistance. In particular, situation reports to OCHA were formulated which required the consolidation of information spread out in different Ministries. Two information meetings with UN- and other international agencies were organized. Directly, the program mobilized 25.000 USD from OCHA's emergency fund (which was, in agreement with the government, channeled to the Albanian Red Cross) and 50.000 USD from UNDP's own TRAC 1.1.3 fund (which is used for the installation of a basic radio-network). The immediate flood disaster lasted for about 10 days. The aftermath and clean-up operations requiring central government assistance lasted for another month.

Following the floods the program assisted the DoCE to capture the experience gained and held a flood review workshop with pilot prefectures and the central DoCE team, which identified main strengths and gaps of the operation. The Prime Minister ordered 8 DM decrees to be drafted urgently of which 4 were approved until late December. Lessons from the experience also facilitated the decision of the Council of Ministers to approve four extra positions within the DoCE to staff an operations room with 24

hrs duties. Finally 36 extra positions with full and partial DM responsibility were approved at prefecture and so called sub-prefecture levels. Indeed the disaster gave the DoCE and DMEP a unique opportunity to advance the DM-agenda. It also further strengthened relations between the project and the Ministry and reinforced mutual understanding and cooperation.

The Disaster Management Training Program (DMTP) workshop held in late October brought together 48 participants from UN-agencies, international and national NGOs and Albanian government. It formed the expanded United Nations Disaster Management Team and kicked off the drafting process of an Interagency Contingency Plan. Furthermore two consultancy missions addressed the development of a national Disaster Management Training curriculum. A needs assessment was conducted and results shared with a established National Training Advisory Team. The draft curriculum was revised in a workshop with the National Advisory Team in December.

Already in September a partnership agreement between the MoLG, Albanian Red Cross and UNDP Albania was signed outlining areas of cooperation especially in public education, training and local level assessments and planning.

The stabilization in the Ministry both at the top and in the technical Directorate in combination with our client-oriented program strategy (all our activities are related to the implementation of the national law on civil emergencies) helped to increase our project delivery dramatically (cleaned off by some end-of-the-year-irregularities around 100% increase) in the last quarter of 2002. This happened despite the floods, on the contrary, the floods helped to strengthen the support from the highest levels of government to DM in Albania.

Each component is reported on in detail under 3 and critically reviewed. Chapter 4 discusses national and international linkages. In chapter 5

we present the 2002 expenditures report against budget. An overall review of 2002 and an outlook on 2003 will be discussed under 6. “Conclusions and Outlook”.

## 2.4 Chronology of main project and external events in 2002

<b>JAN</b>	<b>PROJECT</b> January 15: Arrival of project manager	<b>EXTERNAL</b> <b>High snow in the North.</b> Major response.
<b>FEB</b>	Joint study visit to Ministry of Interior, Czech Republic with Ministry Counterparts and NATO.	No physical space in Ministry for project office.
<b>MAR</b>	Project Office established: Premises and staffing (4) completed Annual plan and budget	<b>New government</b> under PM Majko. 2 main counterparts dismissed
<b>APR</b>	International expert contracted to supervise risk assessment. Brochure on the project DM Roundtable organized.	No technical counterpart. Political contacts at minister's level
<b>MAY</b>	Future Inter-ministerial technical commission convened. Job-descriptions drafted for Directorate for Civil Emergencies.	No technical counterpart. Contacts at minister's level. Joint advocacy with NATO for filling of vacant positions.
<b>JUN</b>	Albanian Academy of Science contracted for execution of risk assessment Visits to 3 prefectures completed CMEP simulation exercise in Albania	No technical counterpart Contacts at minister's level.
<b>JUL</b>	DMTP preparatory mission UN/ Int'l agencies roundtable on DM	One technical counterpart reinstated
<b>AUG</b>	Support to frame Albanian RC complementary activities for 2003 International Federation Appeal Document	<b>New government</b> under PM Nano Elbasan earthquakes (minor) Emergency on Greek/Albanian border
<b>SEP</b>	Partnership agreement signed between government, Albanian Red Cross and UNDP. Training Curriculum development initiated/ needs assessment.	End of September <b>worst floods in 10 years.</b> Major response
<b>OCT</b>	Hands-on assistance to government for international appeals to donors. Major DMTP-workshop in Durres. Creation of UNDMT in Albania.	Government continues to respond to floods.
<b>NOV</b>	Radio-equipment proposal for prefectures supported by TRAC 1.1.3 Operations Room legally approved by CoM (4 positions) Presentation in regional DMTP, Sarajevo	PM asks for DM decrees to be drafted urgently
<b>DEC</b>	Flood operations review with 4 prefectures. Training Advisory Team reviews draft curriculum. Risk Assessment ready by 90% 4 DM decrees submitted and approved by CoM. Second brochure	NATO PfP cell closes down in Albania. Position of General Director for Civil Emergencies remains vacant. Increased DM staffing at prefecture-levels and sub-prefecture levels approved by CoM. (36 positions)

### 3. Main Program Components

#### 3.1 The Risk and Vulnerability Assessment

The program started to work on the risk assessment in March 2002. The questions to be addressed initially were to a) identify an appropriate methodology based on the prevailing hazards/ vulnerabilities and the data and expertise available nationally and to b) identify appropriate individuals and/or institutions to carry out the risk assessment.

We surveyed the existing relevant institutions in Albania, especially those working under the umbrella of the Academy of Science (Institutes of Seismology, Geography and Hydrology) and made initial contacts with the Statistical Institute (INSTAT), which was just about to conclude a national census (2001). We hired an international consultant and experienced expert from the Macedonian Institute of Earthquake Engineering who followed up on these initial contacts and identified an appropriate methodology, hazards/risks to be included in the study and work-plan (see Annex 3).

The proposed methodology and selected hazards/ risks were presented to a meeting of all line-ministries, relevant academic institutions and Albanian Red Cross organized by the Program in late April. Comments and suggestions were incorporated. The Albanian Academy of Science was contracted in May to cover the following six hazards in the risk assessment: earthquakes, floods, landslides and rock-falls, high snow and avalanches, forest and wildfires and epidemics. Expert institutions including the Institute of Public Health and the

Institute of Forestry prepared sector-studies on individual hazards/risks. Throughout the process the program assisted with the collection of data and the international consultant visited regularly to check on progress and help with hands-on calculations and methodological advice.

During the process the excellent cooperation with the Statistical Institute INSTAT who made manpower available to provide us with a user-friendly database on buildings and population has to be mentioned. The Albanian Mine Action program supported us with digitized maps and other topographic and administrative data. More Albanian institutions (Directorate of Railroads, Directorate of Roads, Directorates of Dams and Water in the Ministry of Pubic Works, Unit for Real Estate/ Land Property Registration in the Ministry of Agriculture) were most cooperative.

By January 15 the risk assessment has produced 95% of the required data or para-meters for civil emergency planning. The draft Executive Summary will be ready by the end of February and shared with relevant institutions for a final review.

#### **SUMMARY OF ACHIEVEMENTS:**

All six sector group reports ready and in process of final editing

- *95% of data ready*
- *Data for GIS-layers/ maps/ other info is available*
- *Successful first presentation to Prime Minister*
- *Capacity built in Academy of Science*
- *Government ownership of process and product*

**Challenges and ways forward:** The Albanian Academy of Science already had its annual plan established when we started negotiating this additional commitment. Previous commitments included the establishment of a new seismic hazard map, completed in December 2002 (actually with some help of our Macedonian expert). This updated data naturally had to be incorporated into our risk assessment. For this reason calculations of vulnerability to seismic hazards could not start before December. Figures were ready by mid-January (Annex 4).

While the Academy has excellent data and scientific expertise it had to be convinced to leave pure Science behind and think about application and relevance for Civil Emergency Planning. This is a new area for them and still a work in progress. In fact our program is building capacity within the Academy to be able to assist the MoLG with keeping data on risks updated in the future. This cooperation between scientists and practitioners in Civil Emergency Planning requires further strengthening and a legal basis.

While the Ministry was politically involved in the planning of the risk assessment their involvement at the technical level was minimal between April and July due to the described personnel situation. Since July though the Ministry has gained ownership of the process and also of the product. Our counterpart has presented the main results of the risk assessment to his Minister in mid- January 2003 during an internal annual review meeting attended by the Prime Minister. The presentation was met with approval. This positive reaction has now to be made

official and to be followed up by action i.e. moving into the national disaster planning process.

## **3.2 Strengthening central Disaster Management structures**

### **3.2.1 Staffing and working conditions/equipment**

The central DoCE's structure within the MoLG comprised overall 13 positions in the beginning of the year 2002. The General DoCE consists of 2 Directorates: the Fire and Rescue Service (5 positions) and the Directorate for Civil Emergency Planning and Coordination (8 positions), our main counterpart in the project (see organigram, Annex 5).

The staffing crisis within the DoCE has already been sufficiently highlighted. After this crisis, in July, the project and the DoCE counterparts started discussing the possibility of improving the overall capacities of the Directorate by creating an "operations room" i.e. a room that would liaise with and monitor the situation in the prefectures in "peace-time" and provide space for a coordinating task force in case of disasters. This room would also accommodate the database and officers working with and on the database. After the floods the Council of Ministers approved the creation of four additional positions within the Directorate for Civil Emergency Planning and Coordination (DoCEPC) in order to staff a 24-hr-duty-operations room. So budgeted staffing levels have increased from 9 to 13 in the DoPEC and overall staffing in the DoCE from 13 to 18.

In addition to project money we managed to secure 50.000 USD from UNDP's own

TRAC 1.1.3 resources for the installation of a radio network connecting the center (operations room) with prefectures. The project is currently under execution and involves the Fire and Rescue-Services as radios will be located in regional and a number of local Fire Stations. This is intended to build upon existing every-day emergency services and their 24-hr duty routine but also as a support to the much neglected fire services. Local fire officers will be trained in basic emergency reporting procedures and routines

#### **SUMMARY OF ACHIEVEMENTS:**

- *4 additional positions approved by CoM*
- *Additional radio-communication component funded*

#### **Challenges and ways forward**

Out of 18 approved positions 4 vacancies remain to be filled in the DoCE including the position of the main manager, the General Director. But filling vacancies is also dependent upon creating appropriate office space. We have reserved funding for the equipment of the operations room (actually two rooms, one for the monitoring the other as a planning and coordination room) but also made it clear that we will move into purchasing this equipment only if and when additional space is made available. These negotiations continue and we are optimistic a solution will be found in 2003. A temporary operations or monitoring room with basic equipment has been established within the Ministry.

Institutional donors have largely overlooked the fire-services in Albania. There have been scattered attempts by NGOs to train fire services in basic rescue techniques, but no overall strategy exists

to gradually upgrade the capacities of the fire-services in Albania. While this is not an immediate concern for the project a fire-service that meets basic standards will no doubt have an impact on the overall disaster management capacity of the country. Also, the fire-services represent an important human resource of over 600 employees that under the given conditions is not sufficiently tapped into for DM.

Within our capacities we continue to assist the fire-services to attract attention from donors and have followed up different contacts. The radio-communications project serves as an incentive to activate this service for the overall DM-system of the country. We also include fire services personnel in our training activities (see 3.6)

#### **3.2.2 Training of central government staff**

Central staff of the DoCE did receive the following formal training: One DoCE staff member was sent to a Disaster Management Course organized by Cranfield Disaster Management Centre in Croatia. Two staff members and selected CPOs from line-ministries participated in the Albanian UN Disaster Management Training Program event in October. One staff member also participated in the sub-regional UNDMTP event in Sarajevo.

Mainly, skill-building has happened informally: through participation in the risk assessment and discussions with the external expert, through joint drafting of documents, plans and reports, through consultations and meetings and through the joint preparation of meetings, seminars and workshops. This takes place in a spirit of partnership and the transfer of knowledge is not one-sided but mutual. Other partners, especially the Albanian Red Cross, contribute to this exchange of knowledge, experience and expertise.

### **SUMMARY OF ACHIEVEMENTS:**

- *Joint daily working routine and ongoing exchange of expertise and experience facilitating learning.*
- *Joint preparation of events, documents going through several drafting stages facilitating learning.*
- *Several external training events*

### **Challenges and ways forward:**

An item of the budget is reserved for external training. This has been difficult to organize for three reasons. Firstly the staffing of the Directorate was instable for an extended period in 2002. Then key staff was very busy and it would have been counter-productive to send them abroad. Finally, adequate external training for specific skills is difficult to identify.

Even though they are often accused of “touristy” tendencies study visits can be beneficial, if well prepared. Such study visits do not involve expensive participation fees but just travel and accommodation costs. They can include more participants and contribute to the team building within a structure. Finally, the destination can be selected strategically i.e. within the region where conditions are more comparable (for example Slovenia) and eventually lead to the establishment of a partnership with possible later exchange visits of a more specific nature. Ideas will be followed up in consultation with the Stability Pact.

Internal formal training is being addressed through the training component (see 3.6).

### **3.2.3 Legislation**

The program office provided feedback and suggestions to the drafting of 5 DM decrees. Four of them have been issued by the Council of Ministers.

Amongst others, a decree on the forming of an Inter-ministerial Technical Committee has been approved, which is one essential instrument for providing feedback and inputs to the drafting of the National Disaster Plan.

### **SUMMARY OF ACHIEVEMENTS:**

- *4 DM Decrees drafted and approved by the Council of Ministers:*
- *"On Composition, Functioning and Responsibilities of the Technical Advisory Commission of experts for civil emergencies" Nr 663, 18/12/02*
- *"On Establishment and Functioning of the national Structure for Civil Emergencies Management and Preparedness", Nr 655, 18/12/02.*
- *"On defining fees for temporary use of private vehicles and means from state authorities for civil emergencies" 654, 18/12/02*
- *"On criteria for declaring the state of Emergency"*

### **Challenges and ways forward:**

During the floods lots of ad-hoc-decrees were issued, which are partially still in force. There is a danger (not just in the area of Disaster Management) that this “governing through decrees” leads to an inflation of these so-called “sub-laws”, which are sometimes hastily prepared and may lead to inconsistencies in the system. The value of individual laws and decrees is lost if this instrument is used too heavily. We are investigating and trying to get an overview of all these spontaneous and of the more carefully drafted decrees.

### **3.3 Strengthening Civil Society Involvement: bringing the ARC into the program**

As pointed out in the original Program Document the Albanian Red Cross is a major player in Disaster Management in Albania and has important resources to respond to disasters, which it does on a routine basis. Despite of this significant role, which is appreciated by government counterparts at all levels, the ARC is not formally included in the system. Emergency commissions rarely include the Albanian Red Cross and disaster plans at prefecture levels mostly fail to consider their possible role and contributions. The same was/is true at the central level.

We have addressed this problem, which is, according to our assessment, more a lack of awareness, in the following ways:

#### **3.3.1 Joint trips to prefectures:**

All missions to prefectures routinely brought together central government, Albanian RC and program staff (3 trips to pilot prefectures). The field trips always included visits to RC branches so central government could acquaint itself with RC branches and their activities.

After the earthquakes in Elbasan, government and UNDP program staff accompanied Albanian RC for the distribution of relief items in an affected commune.

#### **3.3.2 Joint training and events**

Trainings and workshop are held with contributions and presentations from experienced RC-counterparts. A UNV training in August saw a joint presentation from DoCE, ARC and DMEP on the disaster potential and capacities in Albania. In Sarajevo DoCE, ARC and DMEP presented their partnership strategy to a sub-regional audience in the UNDMTP workshop. We also organize events in RC training premises.

Workshops and training events have been attended by both government and RC staff, both from central and regional levels. RC-participants prove to be often very practical and have a lot of complementary experience at the commune level. They are usually more exposed to realities at the local level than their government counterparts.

#### **3.3.3 Training Curriculum Development**

This component draws upon the expertise and feedback from the Albanian RC, which is part of the national training advisory committee amongst other key-agencies.

#### **3.3.4 Partnership Agreement**

Following joint activities, visits and presentations a first attempt to formalize a more systematic cooperation between government and ARC has been undertaken. A partnership agreement involving the MoLG, ARC and UNDP Albania has been signed in September by the Minister, RR and ARC President, outlining main areas of cooperation (training, public education, local

level assessments and planning) and the contributions and roles of all 3 parties.

This partnership agreement has been publicized at the national but also at the international level. We sent an article to BCPR/DRRT plus it was extensively mentioned in the Albania's contribution to the International Federation's Global Appeal for 2003 for which we provided inputs. In fact this appeal has generated funding for complementary activities of the ARC to UNDP's program as agreed in our partnership. The Disaster Management section of the appeal is covered by a 100% (205.000 CHF plus replenishment of emergency stocks exhausted during the floods)

### **3.3.5 Legislation**

The decree on the creation of the Technical Commission on Civil Emergencies gives ARC a permanent observer status.

### **3.3.6 Transferring OCHA- funds to ARC for flood relief**

This move, the transfer of 25.000 USD to ARC for its flood response was discussed with the government, which approved it without hesitation.

#### **SUMMARY OF ACHIEVEMENTS:**

- *Formalization of government's recognition of ARC's capacities and potential role in Partnership Agreement*
- *DM decree on Technical Commission giving ARC observer status*
- *Definition and agreement as well as international funding for ARC's complementary activities in DM*

### **Challenges and ways forward**

As an operational agency ARC's cooperation decreases considerably during (and after) disasters because they get tied up in the response. This hands-on experience is both their strength and weakness and has slowed down the implementation of the local vulnerability assessment foreseen in the Partnership Agreement. Giving it to an external research organization is no option as we see the value of this assessment in under-lining ARC's complementary role at the local level not only in response but also in preparedness. This coincides with their own strategies and plans for 2003 (the partnership agreement has been approved by their Executive Board) and will be implemented in the course of this year. RC involvement in local level DM also addresses a real gap in government capacity. Beyond ARC we plan to include our "own" UNDP Local Governance Project in the data-collection for the local assessment.

ARC and government coordination need to be further formalized. The law on the Technical Commission gives them an observer status but we need to take this further. The national disaster planning process will test the solidity of this new partnership. We also need to consider other players (Caritas eventually, especially in the North) and widen our cooperation with Civil Society, as feasible.

### **3.4 Strengthening DM capacities at the prefecture/ regional level**

#### **3.4.1 Identification of pilot regions**

Still in February together with the government we decided on the location of the three pilot prefectures, which were selected for their vulnerability to three different risks: Lezhe (flood-prone: the worst affected prefecture in September), Kukes (high snow) and Durres (earthquakes).

### 3.4.2 Equipment

As of early June we took the initiative to visit all 3 pilot prefectures, inform the prefect and heads of services (as well as of selected communes and municipalities) about our program and listening to their feedback. As mentioned we also included the ARC into our visits/ programs. During these visits we identified preliminary equipment needs. In the meantime all 3 CPO-offices have been equipped with computers and performant batteries (designed to both protect and ensure the operability of the computers during frequent electricity-failures). Prefectures have renovated the CPO offices. The central DoCE office has transferred digital data and maps as basic planning tools.

### 3.4.3 Training: attempts and events

Face-to-face cooperation with prefectures started in February when we facilitated and took part in a meeting with prefecture-level Civil Protection Officers (CPOs). In this meeting we presented ideas and a concept paper on preparing contingency plans for (spring-) floods (Annex 6).

In September we prepared a workshop to address the question of prefecture-level disaster planning. Prefectures were asked to prepare materials according to prepared questionnaires (Annex 7). This workshop happened to coincide with the worst floods in 10 years and had to be cancelled on short notice. One of the pilot-prefectures (Lezhe) was the worst affected region in all Albania. We visited and assessed the situation channeling later assistance through Albanian RC. We also observed the response and coordination on the spot and fed these “real-life-observations” into the training curriculum development process.

In October three pilot prefecture CPOs participated in the UNDMTP workshop

addressing the question of contingency planning.

The postponed prefecture-level workshop was held in December and brought together central office staff and representatives from 3 pilot prefectures and the much affected Shkoder prefecture. Participants included the CPOs, RC-branch secretaries, fire-services and commune representatives. We utilized the opportunity to discuss a real event and did an **operations review of the September floods**. For this we developed the attached training aids and forms (Annex 8).

### 3.4.4 Staffing levels

In December the CoM approved 36 additional positions at the prefecture and sub-prefecture levels. This means that 12 additional officers will be hired in 12 prefectures that will focus on DM (in addition to one CPO who also has other integrated functions related to national defense and public order). Further more 24 multi-tasked officers (one third of their job will be DM) will be working at so called (sub-) prefecture level.

#### **SUMMARY OF ACHIEVEMENTS:**

- *More pro-active relationship and ongoing dialogue between central government and prefecture DM officials*
- *Several training and planning tools developed*
- *3 pilot CPO offices equipped with computers*
- *First ever-participatory operations review of September floods with 4 prefectures*
- *36 additional positions approved by CoM*

### **Challenges and ways forward**

The regional structure of CPOs was under question in the beginning of the year. This stabilized through the year and what was a structure under question has in fact been strengthened. The newly created positions now need to be filled, which will happen under the authority of the prefects. DoCE has developed guidelines and minimum requirements (skills and education) for the recruitment.

While we have developed some specific tools for training and data-collection from the prefectures the progress in prefecture-level disaster planning has been slow. Nevertheless we have decided to expand from 3 to six prefectures in 2003. We will have quarterly meetings with these prefectures plus roll out our training program into these regions during the year and thus address the question of prefecture-level planning in the process of skill building and exchange of experience. In fact most prefectures have a plan, yet they are mostly embryonic and require improvements and a more systematic approach.

### **3.5 Training Curriculum and Training Materials Development**

The development of an Albanian Training Curriculum and Manuals in Disaster Management has started in September with a training needs assessment conducted by an international consultant from Interworks, Wisconsin. This first mission coincided with the floods but we finalized the assessment and also debriefed national stakeholders at the end. The draft curriculum was again reviewed and revised in a special workshop with the created National Advisory Team on Training in December. This team is composed of representatives from the DoCE (2), ARC, Care, the Civil Protection

Base (CPB), and the Emergency Directorate of the Police as well as a representative from the Prime Minister's Office. These individuals have been selected for their expertise and institutional affiliation. The last version of the curriculum, target groups and workshop themes is attached (Annex 9). A national training coordinator has been identified who has extensive experience in training materials development, training delivery and in working with local governments.

#### **SUMMARY OF ACHIEVEMENTS:**

- *2<sup>nd</sup> draft of DM training curriculum*
- *Plus 10 themes of training manuals agreed*
- *National Advisory Committee on Training established*

### **Challenges and ways forward**

Institutionalization of the training will provide a challenge as in any training program. There is in fact no national standard for the training of civil servants. A national Public Administration Institute continues to experience difficulties. There are various ideas for civil servant's training including regional centers and a facility within the MoLG but no clarity as of yet. Where feasible we will integrate DM training into other training efforts, such as UNDP's Local Governance Program.

In the absence of a truly national program or capacity for Civil Service training we will have to look at stand-alone activities as an alternative. This requires that we keep training short, concise and practical. Each training manual will be accompanied by a summary that contains most important learning points and practical guidelines and forms. For formal training we aim at no longer than 1 day at the prefecture level and no longer than 2 days at national levels. At commune level 2hr-briefings need to suffice.

Trainers will be selected from CPOs and the fire-services. For larger horizontal spread other organizations will be invited to ToTs as well, especially the ARC. We also think of involving the associations of communes and municipalities.

### **3.6 Strengthening UN/ International agencies' preparedness**

Following a careful preparatory mission by UNDMTP Geneva in July, which was followed up in two meetings to create awareness and commitment, the DMTP workshop was held in October 2002. All relevant UN-agencies, several donors, many NGOs and various line-Ministries participated in this event (Annex 10, workshop report). The workshop led to the establishment of the expanded United Nations Disaster Management Team in Albania (see terms of Reference, Annex 11) and kicked off the interagency contingency-planning working group and process (see work-plan, Annex 12). The contingency-planning working group has met 3 times in November and December. The working group drafted a first very rough outline of a contingency-plan for high snow in December. International NGOs have started their own coordination mechanism in the follow-up to the workshop.

#### **SUMMARY OF ACHIEVEMENTS:**

- *UNDMT established with ToR*
- *Elaborate Terms of Reference*
- *Contingency-Planning group up and running*

### **Challenges**

It will be a challenge to keep the momentum of this process. The working-group and also organization and follow-up to the UNDMT meetings create a considerable work-load for the DMEP program manager who also is the Secretary of both teams, but there is no alternative.

### **3.7 Media, public information and education**

The program released its first brochure in May, which was directed at counterparts in different Albanian institutions, in international agencies and for potential donors. A second brochure has just been released, which can be read as a description of the program's activities but also as a generic menu of disaster management activities. It describes the rationale for each program component in simple language. It is mainly targeted at local and central authorities, NGOs and line-ministries. Both the MoLG and ARC are involved in its distribution. The brochure is bi-lingual.

Several interviews and articles in the print-media and on TV accompanied the start of the risk assessment in May/ June (see Annex 13 for articles mentioning our program). More articles and interviews were given throughout the year. Where appropriate DFID was mentioned as the source of funding. A special program was produced in cooperation with the National TV covering the flood events and capturing lessons learnt (December). This program is now also available as a teaching-aid for our training events.

We have identified 7 areas/ hazards to be addressed by public education materials and eventually campaigns (Annex 14). This public education component will be developed in close cooperation with the

ARC that has experience and expertise in this area.

#### **SUMMARY OF ACHIEVEMENTS:**

- *2 brochures (English/Albanian),*
- *Special program on floods (scenario developed by DMEP)*
- *Numerous articles, press releases, TV interviews*
- *Themes for public education identified*

#### **Challenges and ways forward**

Public awareness especially on safer structures can be easily interpreted politically as a) the construction business is THE engine of growth in the Albanian national economy and b) recent discussions of safety and minimum structural requirements have been led in a climate of political polemic. We will find ways around these hot issues.

Printing materials is not enough and we have to (jointly with the ARC) identify holistic campaigns with clear objectives, messages, timing and target groups.

### **4. Linkages With Other National And International Initiatives And Organizations**

#### **4.1 National agencies including other UNDP-initiatives**

We have links with the Information and Communication Technology Development (ICTD) program and see ourselves as contributing to the implementation of the National ICTD-Strategy.

Our advocacy is streamlined with the MDG-campaign and makes sure certain core MDG-messages are adequately incorporated into published materials.

At the technical level we have a very good cooperation with AMAE, the UNDP-sponsored Albanian Mine Action Program and have exchanged numerous data that are crucial for the establishment of a reliable DM-GIS in Albania. We have an agreement on this, which facilitates the exchange of data and expertise.

At the corporate level we have contributed to the development of a “Human Security”-framework for UNDP Albania and will participate in the development of HS-indicators in 2003.

Through the expanded UNDMT we reach out to a network of NGOs in Albania, several of which have participated in the UNDMTP-workshop (Oxfam, Save the Children, Caritas etc.). We also liaise actively with NGOs in other areas (Public Education). CARE sends one representative to our National Advisory Committee on Training.

#### **4.2 International agencies**

Upon arrival in Albania the only other visible international agency working with the government on DM issues was NATO's, PfP cell, Albania. Though not always in agreement with each other's approaches and suggestions we established a regular and good cooperation. In February NATO invited the project manager along with the Albanian colleagues from the DoCE on a short trip to study Civil Protection in the Czech Republic. NATO and UNDP acted together during the staffing crisis in the Ministry in order to redress the situation.

NATO also was invited to the disaster management roundtable and the UNDMTP event. The disaster management roundtable was an interesting forum to bring together international agencies active and interested in disaster management (though with a response focus). This mechanism, initiated in May, has by now been replaced by the expanded UNDMT.

Two regional CMEP- (Civil Military Emergency Preparedness) events in Albania (a Pentagon-funded initiative) were held in Albania in order to prepare for a major computer-based simulation of regional cooperation in disaster response (“SEESIM”). We were given room to present our program and progress in both events (February and June).

In the June event we managed to establish a direct linkage to the Stability Pact, the Secretary of the table 3 in charge of disaster preparedness. We are coordinating, keeping each other informed and might move this year into a joint initiative. We also have established a contact with the Albanian office of the Stability Pact situated in the Foreign Ministry

Apart from the workshop in Albania we participated in the sub-regional UNDMTP event in Sarajevo and contributed a presentation on our “tri-partite” agreement between government, ARC and UNDP.

Cooperation with OCHA in Geneva following the floods was smooth. Our own BCPR/DRRT also was very supportive following the floods and smoothed the TRAC 1.1.3 contribution from New York.

We supported the sub-regional Crisis Management Initiative conducted by Crismart Sweden and Leiden University and initiated by UNDP’s sub-regional facility (SURF) in Bratislava. This, mainly research-oriented initiative, collected case studies on CM in Albania, Bulgaria and Romania. We attended the final conference in Bratislava with counterparts from the MoLG and the President’s Office.

Contact was kept with IFRC in Geneva, desk and technical department, on our cooperation with

the ARC, especially regarding the Global Appeal for 2003.

We have had good technical cooperation with UNHCR, UNICEF, WFP and WHO in the contingency planning work-group.

**7. EXPENDITURES REPORT  
FOR YEAR 2002 (Jan 15 – Dec 31)**

<b>Budget Line</b>	<b>Total Budget</b>	<b>Budget for year 2002</b>	<b>Expenses for year 2002</b>
<b>Project Personnel</b>	<b>347,000</b>	<b>129,591</b>	<b>129,477</b>
International Consultants	247,000	106,588	106,088
Administrative Support	32,000	13,337	13,576
National Consultants	68,000	9,666	9,813
<b>Travel</b>	<b>21,000</b>	<b>10,713</b>	<b>8,339</b>
Duty Travel	2,572	572	718
Mission Cost	18,427	10,140	7,620
<b>Contracts</b>	<b>88,000</b>	<b>46,252</b>	<b>45,101</b>
Risk Assessment	38,000	34,252	34,202
Community Level Study	10,000	0	0
Training Curriculum & Manual Development	40,000	12,000	10,899
<b>Training</b>	<b>173,028</b>	<b>11,855</b>	<b>10,087</b>
External Training Visit	20,000	3,827	2,092
In-Service Training	153,028	8,028	7,995
<b>Equipment</b>	<b>164,500</b>	<b>25,681</b>	<b>25,607</b>
Office Furniture	58,500	18,959	18,919
Support Prefectures	76,000	6,722	6,689
Operational Room	30,000	0	0
<b>Operations</b>	<b>58,212</b>	<b>16,747</b>	<b>18,059</b>
Office Operation and Maintenance	21,500	5,000	5,581
Vehicle Operation and Maintenance	14,000	5,505	5,447
Miscellaneous	22,712	6,242	7,031
<b>Reporting Cost</b>	<b>32,000</b>	<b>5,000</b>	<b>4,397</b>
Evaluation Reporting Costs	10,000	0	0
Public Awareness	22,000	5,000	4,397
<b>Direct Execution Fee</b>	<b>76,880</b>	<b>57,742</b>	<b>47,196</b>
Overhead Cost	48,900	48,900	38,800
CoA Cost @ 3%	27,980	8,842	8,396
<b>Total</b>	<b>960,620</b>	<b>303,581</b>	<b>288,264</b>

## 6. Conclusions And Outlook

The first seven months of 2002 provided challenges that went beyond the usual infancy-problems of a development program. Within a period of only seven months we had three governments i.e. three different Ministers. The technical counterpart Directorate was instable during this period and for most of the time lacked the capacity to work with us. This may be less of a problem for programs that are predominantly working at the local level and that just have a framework agreement with central government. It was difficult for us as our program's main components clearly require active technical cooperation and joint strategies at the central level and in fact not only with one government institution but with most line-ministries as well.

While we went ahead with several initiatives without technical counterparts from the government until July (or only symbolically involving them as the ones left had no decision-making power) the main challenge as of July was to again fully involve the technical level in our activities. This was facilitated by the fact that we have established strong links between our program and the law on Civil Emergencies. We have pointed out how practically all our activities relate to the law and specifically to the responsibilities of our government institution, the DoCE, as defined in this law. This legal relevance of our activities guaranteed that we could not move too far from the government's concerns. It also confirms that the main components and philosophy of the original program proposal fits into the general needs of Albania in DM.

2002 has been an extraordinary year for Albania in terms of natural disasters. We had two major national emergencies: the

high snow in the North continuing into February (the worst winter for decades) and the biggest floods in 10 years in the Northwest. But looking back we rather see these events as opportunities. Especially the floods allowed us (i.e. counterpart institution and DMEP) to put the topic of DM high on the agenda of the government. We also got a realistic insight into what the government is and what it is not capable of, especially at the regional and local levels. Finally we had a chance to prove to the government that we are not only about "strategies", "assessments" and "plans" but that we could provide some practical support and assist to pull in international-level assistance.

Looking at achievements in 2002 against our annual plan we have reached most targets (see Annex 15). Our main challenge in 2003 will be to intensify activities that involve prefectures and the local level. But if the overall stabilization of DM structures continues we are hopeful that we will have more impact at this level in 2003, through both targeted activities with prefectures and by developing and implementing the training and public awareness components.

Altogether we believe that we have addressed and made progress in all major program components. We believe that we have put the main pillars in the ground that will support the achievement of the ambitious development objectives of the program in the future.

**Alexandra Galperin -**  
*Programme Manager*  
*DMEP Albania*

**Tirana, February 1, 2003**