

Increasing preparedness capacities across the Mediterranean
Renforcement des Capacités de Préparation en Méditerranée

IPCAM

Final Technical Report

January 2015 – December 2016

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1. General reminder of objectives, partnership and expected deliverables

The overall objective of the IPCAM project was to contribute to improve capacities for emergency response in Tunisia and thus ensure more effective protection of risk prone population. The project aimed at setting up a platform aiming at developing working relations, strengthening co-operation and transferring know-how and best practices in the field of preparedness measures at cross-border and regional levels. The specific purposes of the IPCAM project were:

1. to increase the cooperation by all involved authorities/agencies
2. to strengthen the capability of the Tunisian system for emergency response including local communities and civil society, mainly in the field of assistance to the population affected by natural hazards;
3. to develop and integrate plans to assist the population into local response arrangements in pilot disaster risk prone areas;
4. to increase cooperation among the Tunisian Civil Protection authorities, EU Civil Protection authorities and the EU Civil Protection Mechanism.

Planned **Project duration was 2 years: first Project part** was focused on the **development of training curricula and material** on the basis of a preliminary capacity assessment of Tunisian disaster management players, including CP volunteers, in the field of disaster response; the **second part** was dedicated to the **implementation of the training program** targeting technical and coordination experts; the **third part** was focused on the **development of pilot projects** for



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integrating emergency/risk communication, mass evacuation and assistance to displaced population into local response plans; the **fourth part** was dedicated to **the cross-border and regional co-operation** dimension. The project was designed and implemented by a consortium led by the Italian Civil Protection Department, DPC and including Bundesanstalt Technisches Hilfswerk, THW (Germany), Studiare Sviluppo (Italy) and Office Nationale de Protection Civile, ONPC (Tunisia) as partners.

According to the agreement among the projects partners, tasks were distributed as follows:

- ▶ DPC – as consortium’s leader, provided with the overall planning, coordination and monitoring of the project activities, as well as with the specific tasks related to the capacity development of preparedness measures at management level; DPC was also in charge of the development of the pilot projects, and the component related to cross-border and regional co-operation
- ▶ THW was responsible for capacity development activities on team management at operational level; it was also in charge of carrying out a study on the involvement of volunteers in disaster response
- ▶ Studiare Sviluppo – as partner in charge of project management and visibility-publicity provided with administrative, organizational and financial project management;
- ▶ ONPC – was in charge of coordinating project activities (from design to organization, up to their implementation) at national and local level in Tunisia.

2. General summary of project implementation process

Overall, the IPCAM project implementation run smoothly thanks to:

- a high level of institutional cooperation among project partners which ensured the necessary conditions for a productive technical and operational dialogue;
- the important commitment of project team members who reached a very good reciprocal understanding, mutual support and collaboration allowing also to identify and set up appropriate operational solutions to various contingencies which risked to affect project implementation; and
- important synergies established with other international initiatives (e.g. with Tunisian Red Cross, UNHCR and others) supporting the development of the emergency management sector in Tunisia.

Planned project activities had to be rescheduled following the terrorist attacks which stroke Tunisia during project implementation and the consequent emergency situation requiring the mobilization of ONPC forces and the temporary deterioration of the security situation in some areas of the country and following the series of earthquakes which affected central Italy and required the mobilization of the entire DPC Emergency Management Service. Nevertheless all planned activities were successfully implemented during planned project duration and the final utilization of the budget reached

A thorough initial planning and discussion phase allowed:

- to define specific subjects and scope of actions (trainings, pilot projects, expert exchange, exercises),
- to agree project management methods and
- to define best interaction modalities among partners.

As a result of the planning phase, the IPCAM project activities focused on the development of ONPC capacities:

1. For supporting inter-institutional coordination for emergency management at regional level (instead of the national level as indicated in the project proposal),
2. for improving operational coordination among civil protection professionals and volunteers





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and

3. for formulating a request of assistance to the EU Civil Protection Mechanism including the preparation of Host Nation Support measures in coordination with other involved emergency management players, along with the published HNS Guideline.

Respectively:

1. The Regional Commission for Disaster Management (chaired by the Governor and involving local representatives of all institutions and organizations with a role in disaster management) was identified as the more appropriate level and mechanism to deal with contingency plans and preparedness measures.
2. Team management capacities of volunteers and ONPC officers were built upon existing relations between ONPC and Volunteers Associations at Regional and Municipal level.
3. A core group of national institutions participating to the National Commission for Disaster Management (Ministry of the Interiors, ONPC, Ministry of Foreign Affairs, Ministry of Health, Customs) was identified as the more appropriate level to deal with procedures for requesting international assistance and HNS.

In all three activity lines, IPCAM supported the development of operational tools and capacities taking into account the existing regulatory and institutional frameworks.

Overall, all expected results were achieved. Thanks to a sound management of the financial resources combined with a strategic use of the local capacities, the project managed to have some budget's savings that were used, in the final phase, for organizing additional support actions (+50% training workshops compared to initial planning) either to improve activity lines requiring further efforts (pilot projects) or to extend important project results along with the coverage of specific subjects (EU CP Mechanisms, Host Nation Support, Mixed Team Management, Civil Protection Planning, Spheres Operational Procedures and Standards).

Considering that project activities at regional level (pilot projects in Bizerte and Gabes) progressed slower than expected due to coordination difficulties among regional emergency management players, it was decided to concentrate project efforts on the Bizerte pilot project (which was benefitting of stronger political support) in order to achieve concrete, meaningful and potentially replicable results and not to bring forward the parallel pilot project in Gabes. The results of the pilot project in Bizerte, which were also tested during a two-level exercise, were subsequently presented and made available for replication to all ONPC Regional Directors.

To further sustain ONPC efforts aimed at developing national emergency management capacities, a new project proposal was prepared and submitted to DG ECHO for the 2016 Prevention and Preparedness Call for Proposal. The proposal was approved and the grant agreement signed in December 2016.

3. Evaluation of project management/implementation process

- **An evolving project context:** The project was implemented on the background of an evolving political and social framework in Tunisia. Evolving aspects included the demand of more functional inter-institutional coordination mechanisms at all levels, the demand of wider participation and of a more important role for the emerging Tunisian civil society, the development of the organizational structures of the Ministry of Interiors, the discussion on the institutional reforms involving also the organization of the Tunisian Administration, including the civil protection sector and the relations between the central and the regional level. In this context the project focused on proposing, adapting and supporting the development of disaster preparedness arrangements at the operational level, yet, examples were constantly provided to ONPC from the European, Italian and German civil protection systems to inspire the future organisation, also at strategic level, of the Tunisian civil protection sector.





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- Command&Control vs Coordination:** while the European, Italian and German approach to disaster management is centered on the coordination of the contributions by all involved players and the optimization of the utilization of available resources, the Tunisian approach is based, almost exclusively, on the excellent operational capacities of a single institution, the ONPC, which works with a hierarchical structure and with a command&control approach. ONPC recognize that evolving towards a multi-player coordination-based system is one of the challenges for the modernization of the Tunisian civil protection. IPCAM supported as much as possible potential advances in this evolution process, however the Tunisian institutional and regulatory framework for civil protection needs to be revised to support this structural change. Proposals of revision are already being discussed by the Tunisian parliament, yet no clear orientation is emerging. In this situation IPCAM worked, at the appropriate level, towards preparing the ground for an improved interinstitutional coordination, for a stronger integration of the volunteers sector and for increased coordination capacities of ONPC. This approach was strongly supported by most ONPC officers and contrasted by others thus posing sometimes a challenge to project management.
- Institutional dimension:** the fact of having three national civil protection authorities implementing the project with the overall support of the EUCP Mechanism, ensured that project actions were defined and implemented on the background of a significant European initiative as well as of a solid institutional dialogue which ensured consistency, coherence and sustainability of project activities. This institutional dialogue required long exchanges, discussions and high-level meetings during which identified needs and requirements were discussed and proposed solution negotiated. These steps sometimes slowed down single project activities but they ensured a solid collaboration framework among partner institutions, in-depth reciprocal knowledge of respective civil protection systems and better preparedness to collaborate in case of large-scale emergencies.
- Positive and proactive working climate:** the work-plan of each component of the project was thoroughly discussed and agreed among the partners in a collaborative manner; activities where one partner was leader were carried out, as much as possible, in collaboration and with the support of the whole consortium (i.e. the trainings on Team Management under the responsibility of THW was planned and implemented with a mixed team of trainers coming from the three partner civil protection authorities); following each project activity on the field, the project team discussed positive and negative impacts, outcomes and possible improvements and necessary corrections and those lessons learnt were immediately implemented in the following activities; constant dialogue together with a high degree of flexibility also allowed to promptly identifying burdens to project implementation and to prepare effective responses.
- Coordination and synergies with other ongoing initiatives in the field of emergency management in Tunisia:** considering the important number of internationally supported capacity building initiatives in this sector in Tunisia, to ensure relevancy and avoid duplication of efforts, it was considered fundamental to inform and coordinate project actions with other players. IPCAM organized periodical information meetings with the EU Delegation, UNDP, IOM, the French Cooperation, the German Federal Civil Protection Agency (BBK), the Italian Cooperation. The permanent coordination and exchange of information between the THW IPCAM Team and the THW Team implementing the bilateral projects also ensured a coherent approach to the development of the Civil Protection Capacities in Tunisia on all levels. Operational synergies were already established with BBK and the French Cooperation leading to joint actions and coordination of similar activities (strategic planning and geographical information system). The participation of UNISDR and Tunisian Red Crescent to IPCAM trainings allowed to introduce recognized international good practices (UN system and Sphere standards) during trainings and to increase networking among professionals involved in emergency management. IPCAM also regularly informed the Tunisian Ministry of Interior to ensure that proposed actions were in line with proposed reforms of the Tunisian safety and security sector. IPCAM valorized as much as possible capacities already developed in the





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framework of other initiatives, for example involving officers from ONPC and other Tunisian institutions as lecturers, trainers, facilitators, advisors, support staff.

- Training, delegation of responsibility, monitoring and support:** the design and implementation of proposed pilot projects in Bizerta and Gabes required the setup of an *ad hoc* implementation and follow up structure. Meetings were organized with the Governor and the members of the Regional Commission for Disaster Management on Governorate level to illustrate the proposed actions and raise their awareness on the importance of setting up improved information sharing mechanisms and decision support systems for emergency management at regional level. A local team was set up including emergency management and information management skills. A mixed national/international monitoring and support team was also set up to follow up with the agreed pilot project work plan. Training facilities set up at the ONPC offices of Bizerte (Zarzouna) and Gabes were made available as working places for the activities of the pilot projects. A web based video-conference facility was set up among the training rooms in Gabes and Bizerte, ONPC headquarters in Tunis and the IPCAM office in Rome to facilitate exchanges and joint working sessions. A consultant was hired to support the work by the Bizerte local team. 8 *ad hoc* monitoring and support mission to Bizerte were organized. Following the conclusion of the CPU2 workshop in Gabes (“the Regional Commission for Disaster Management requires an operational structure”), a national workshop was organized in Bizerte to support the design of such operational structure for the Regional Commission for Disaster Management, which is mentioned by the law but had never been defined in operational terms. This workshop allowed to develop a new chapter of the “Operational Manual for the Regional Commission for Disaster Management” which was then tested during the multi-level exercise organized on 19-20 December in Bizerte. Two ONPC internal workshops were also organized to raise awareness and consensus on the “Operational Manual”, to gather comments and suggestions and to draw lessons learned from the exercise. Considering that various criticalities in the implementation of the pilot projects arose during their implementation - political issues and delays due to excessive bureaucracy, complex regulations and cumbersome administration at national level – the implementation schedule had to be kept flexible in order to provide with effective responses to those issues. However, thanks to the strong commitment and determination of the ONPC team, important progress were made towards the establishment of more effective arrangements for interinstitutional information exchange and coordination during crisis management at national level.
- Bridging the European civil protection expertise and building national capacities of dialogue with the European Civil Protection Mechanism:** the European experience in the field of civil protection is highly valued as well as the capacity of dialogue and adaptation of European tools to the Tunisian context by IPCAM team. The European technical, strategic and financial support in the field of Civil Protection is considered valuable and effective for developing higher preparedness and response standards as well as for improving linkages and collaboration among the National Civil Protection, other national disaster risk management players (as the Ministry of Health, Ministry of Transport, Ministry of Environment, Ministry of Social Affairs, etc.) and the civil society organizations. However the knowledge of the European Civil Protection Mechanism was limited and no arrangements and clear roles were in place at national level to request international assistance in case of disaster. IPCAM set up an interinstitutional working group involving Ministry of the Interiors, ONPC, Border Police, Customs, Ministry of Foreign Affairs, Ministry of Health to be trained on the EUCPM and on the European HNS guidelines, to prepare a draft procedure for the request and the reception of international assistance and to exercise it. It was the first time these aspects were addressed at interinstitutional level through a discussion and a joint exercise. The Italian and German examples were very helpful for convincing Tunisian institutions on the importance of initiating this discussion at interinstitutional level and defining initial roles, tasks and required capacities.



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4. Activities

Task A (Capacity Development Program at operational level)

IPCAM implemented three sessions of the Team Management course (TMC), the first from 12 to 16 October 2015 in Bizerte, a second session in Gabes from 28 February to 4 March 2016 and a third session from 24 to 28 October 2016, in Bizerte. These training events were led by trainers coming from the German Federal Agency for Technical Relief, the Tunisian National Office of Civil Protection, the Italian Department of Civil Protection, the High Commissioner for United Nations Refugees (UNHCR) and the Tunisian Red Crescent and pulled together 72 civil protection professionals and volunteers from 16 governorates of Tunisia. Original plan included two TMC courses. However due to diverse savings in the overall budget a third TMC was implemented.

Participants were trained on international cooperation during large scale emergencies including the EU CP Mechanism, mass evacuation and camp management international guidelines, a final practical exercise allowed to test coordination arrangements within mixed (professionals and volunteers) CP teams. In the evaluation questionnaire participants indicated a high degree of satisfaction.

IPCAM also implemented two study visits to Germany of Tunisian Civil Protection officers, a first visit by ONPC IPCAM Project Manager in July 2015 to participate to the activities of the Germany-Tunisia bilateral project for the development of the civil protection volunteers sector, and a second visit by four ONPC officers on 18-23 November 2016 to participate to an international Modules Table Top Exercise, where three of them participate in the exercise and one ONPC officer supported the exercise control. Original plans included one study visit.

Task B (Capacity Development Program at strategic level)

IPCAM implemented two Civil Protection Planning training course (CPU), a first one in Bizerte on 2-5 June 2015 and a second one in Gabes on 2-4 May 2016. The CPU training aimed to strengthen the capacities of Tunisian experts in emergency preparedness - particularly in the field of risk, vulnerabilities and capacities assessment, and response planning. Course modules focused particularly on mass evacuations, assistance to the population, emergency communications to the public and coordination with the international organizations involved in the event of major disaster.

Participants included over 24 members of the Regional Commission for Disaster Management as well as 24 Civil Protection officers. Interaction among participants during practical sessions was dynamic and productive and feedbacks received were very positive.

On the basis of the findings of the second session of CPU, IPCAM organized a National Expert Workshop to define an operational structure for the Regional Commission for Disaster Management in Bizerte on 26-28 July 2016. 23 ONPC Officers from the National Headquarters and from the Regional Directions attended the event, which allowed making important progress on the organisation of emergency management activities towards a functions oriented structure. Original plans included two training workshops.

IPCAM also organized and implemented a high level study visit of ONPC officers to Italy on 11 - 14 January 2016 involving the Director General of the Tunisian Civil Protection (ONPC), ONPC IPCAM Project Manager and the Head of the ONPC Volunteers and Training Sector. The agenda of the visit included institutional and technical meetings. The meeting on the IPCAM state of progress allowed highlighting results achieved and difficulties encountered as well as discussing possible changes in the approach and in the scope of project actions.

Task C (Pilot projects in Bizerte and Gâbes)

Pilot projects activities started in September 2015 with the drafting and sharing of a Concept note for the Pilot Project in Bizerte, prepared on the basis of the outcomes of the first CPU course, the experiences of the Italian Civil Protection system and the discussions held with the national and





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regional Civil Protection Directors and the Governor of Bizerte. A mission was organized on 15-18 September to Tunis and Bizerte to illustrate and discuss proposed pilot project actions (regional GIS database of available resources for crisis management and operational manual for the Regional Commission for Disaster Management, both of them based on tools already developed in Italy for similar contexts), to set up a local working group and to define an initial work plan. A second meeting with the Bizerte team was organized on 13 October 2015. In this occasion, the team highlighted important difficulties encountered in the interaction with other institutions and in availability of time. It was decided to inform the Governor and hire an external expert to support the team in drafting the first version of the operational manual.

A third mission was organized to Tunis and Bizerte in December 2015 to follow up with the activities of the pilot project. Progresses in the drafting of the Operational Manual were discussed along with constraints confronted. The difficulties encountered in the set-up and utilization of the web-GIS system were also discussed along with possible elements of an information management strategy. It was planned a training session in Italy on web-GIS management and information management. On 3-6 April 2016, in Rome, two DPC experts and two experts from the Italian National Research Center (CNR) trained the Head of the ONPC GIS team and the lead expert of the IPCAM Bizerte team on the technical and IT aspects of the software and on the information management procedures developed and adopted in Italy.

A first version of the “Operational Manual for the Regional Commission for Disaster Management” was finalized in April 2016 and also the installation of the GEOSDI web-GIS Platform on ONPC server was completed in April 2016.

The second pilot project in Gabes was officially launched at the end of the second session of the IPCAM Civil Protection Planning course (CPU), on 5 May 2016 following the presentation of the GEOSDI web-GIS and of the first version of the Operational Manual.

In June 2016, due to the fact that activities at regional level were progressing at a lower rate than expected, IPCAM decided to focus project efforts on the pilot project in Bizerte which had a greater political support and stronger commitment by the ONPC Regional Director and to promote results achieved in Bizerte for replication in other Governorates.

On the basis of the outcomes of the “National Expert Workshop to define an operational structure for the Regional Commission for Disaster Management” in Bizerte on 26-28 July 2016, IPCAM drafted a section dedicated to the operational structure of the Commission including a Regional Coordination Centre organized in Operational Functions.

This second version of the Operational Manual was presented to the management of ONPC during a workshop organized in Tunis on 23-24 November 2016 and further comments/suggestions were collected and integrated in the Manual.

On 29 July 2016 an Information Day was organized in Bizerte to illustrate the GEOSDI system to the members of the Regional Commission for Disaster Management and to invite them to share available relevant information. The GEOSDI web-GIS Platform was then populated with available ONPC information layers related to the Governorate of Bizerte.

The Operational Manual and the GEOSDI web-GIS were illustrated in detail to the Member of the Regional Commission for Disaster Management of Bizerte during a preparatory meeting to the regional multi-level table-top exercise on 19 December 2016.

The regional multi-level tabletop exercise was held on 20 December 2016. Two levels were actively involved in the exercise, the Regional Commission for Disaster Management and the Regional Coordination Centre. Information management and operational management by the coordination center and decision making by the Regional Commission were tested during the exercise action together with the interactions among the two bodies. A full-scale demonstration exercise was also organized by ONPC to give wider visibility to the initiative. A final lessons learned session allowed to highlight strengths and weaknesses of the exercise as well as to plan for improvements.

A final ONPC internal workshop was organized in Tunis on 29-30 December to discuss lessons learned from the multi-level table top exercise with ONPC management and integrate them in the Operational Manual.





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During the annual meeting of the ONPC Regional Directors, on 30 January 2017, an entire session was dedicated to the illustration of the outcomes of the Bizerte pilot project which was proposed for extension/replication to other interested Governorates.

Task D (Regional and Cross-border cooperation)

A concept paper outlining a proposed structure for IPCAM Task D “Cross border and regional cooperation” was prepared and presented, during a meeting on 10 May in Tunis, to all concerned ONPC Department Directors and representatives of the Ministry of Interiors and the EU Delegation to Tunisia. The proposed structure and work plan for the National Command Post Exercise was discussed and the key elements concerning work-plan, actions, timing and participants were agreed.

A National Training Workshop on the European Civil Protection Mechanism and Host Nation Support was organized in Tunis on 20-22 July 2016 in Tunis. During the workshop, colleagues of the DG ECHO introduced the European Civil Protection Mechanism through a videoconference, the EU Host nation Support (HNS) Guidelines were illustrated and interinstitutional working groups were asked to compile some chapters of the HNS Checklist.

A preparatory meeting for the organisation of the National Command Post Exercise was organized on 27 September. According to the suggestions of ONPC senior management and considering that no arrangement or procedure for requesting international assistance exists in Tunisia, it was decided to organize a workshop-simulation exercise aimed to draft “initial elements of the national standard operational procedures for the formulation of the request of international assistance to the European Civil Protection Mechanism, the reception of international teams and the follow up of operations”.

The workshop-simulation exercise on the European Civil Protection Mechanism and Host Nation Support was held in Tunis on 10-13 October 2016.

Task E (Project Management)

A launch event meeting was organized in Tunis on 18-20 February 2015 to discuss the proposed workplan, to agree project management methods and to define best interaction modalities among partners.

A second meeting was organized on 16 April 2015 with the involvement of representatives of the Tunisian Associations of civil protection volunteers, of international organizations working in Tunisia on emergency management (UNHCR, IOM, International Federation of Red Cross and Red Crescent) and of the EU Delegation in Tunisia. This meeting allowed to collect comments from those partners and beneficiaries and to take stock of outcomes of other initiatives implemented or under implementation in Tunisia in the emergency management sector.

Frequent internal project meetings or conference calls were required to plan in detail the implementation of project activities. Planned mid-term and final internal project meeting were replaced with more frequent meetings either in the country or through virtual communication tools.

A first progress report covering month 1 to 8 of project duration was submitted in October 2015.

During the IPCAM Steering Committee Meeting of 11 May 2016, planned and implemented project activities were reviewed and evaluated and a work plan for the remaining six months, including new actions, was agreed on the basis of the actual availability of resources.

A second progress report covering month 9 to month 17 was submitted together with the work plan for the remaining 7 months and the revised budget.

Task F (Publicity)

During first two thirds of project duration, security concerns linked to the terrorist threat suggested to keep a low profile for project visibility and communication activities. In this first phase communication activities mostly involved primary stakeholders.

IPCAM prepared a communication plan in February 2015; designed a project logo in March 2015; produced a brochure in French informing on project mission and activities; developed and launched a dedicated web site in August 2015 (<http://www.ipcamproject.eu>); issued first IPCAM



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Newsletter on August 2015 and second in April 2016: both were disseminated to the project mailing list counting around 300 contacts in December 2016; created a project page on Facebook in April 2015 (<https://www.facebook.com/ProjetIPCAM>) and a project page on Twitter (<https://twitter.com/IPCAM2015>); produced a set of dedicated promotional items (folders, flyers, t-shirts, project roll-up, etc.) to be displayed or distributed during events and meetings. Press releases were prepared and journalists were invited to the opening of main events.

During the final third of project implementation the security situation in the country improved and IPCAM widened the target of visibility and communication actions. The key events that strongly supported the visibility of the project were the Final Project Conference organized in Tunis on 6 December and the regional multi-level exercise organized in Bizerte in December 2016. Both of them were supported by well-organized promotional campaigns and attracted media and journalists, which gave wide visibility to these two initiatives. On December 2016 IPCAM team produced the infographic “*Coup d’œil sur IPCAM*” describing the main features and achievements reached by the project that has been disseminated jointly with the press release announcing the Final Project Conference of December 2016 and distributed to the participants into the Conference. The project produced three videos, one for supporting the promotion of the “Operational Manual to support the work of the Regional Commission for Disaster Management” which was used to prepare the regional simulation exercise of 20 December and to promote the outcomes of the Bizerte pilot project at the yearly meeting of ONPC Regional Directors, a more general video illustrating all project activities and achievements and a video documenting the regional multi-level simulation exercise done in Bizerte on 20 December.

5. Presentation of the technical results and deliverables (one section per deliverable)

Team Management Course (TMC). Concept note and Curriculum. List of participants to the three editions.

The course was designed on the basis of THW experience with the implementation of the German-Tunisian bilateral project for the basic operational training of civil protection volunteers, with the national experiences on coordination of professional and volunteers CP teams, with the organization of EU Civil Protection Mechanism courses and with the organization of similar courses in the frame of the IPA II Programme in the Western Balkans.

The Team Management Course is designed to train mixed civil protection teams (composed by professionals and volunteers) to work together during civil protection missions. The course deals with the rapid assessment of needs, the logistics to be put in place in the event of mass evacuation of the population and the management of camps (temporary shelters). The course also covers international cooperation during large-scale emergencies including the EU CP Mechanism. A final practical exercise allows testing coordination arrangements within mixed (professionals and volunteers) CP teams.

This course has a High potential of replicability in similar contexts.

Civil Protection Planning Course (CPU).). Concept note and Curriculum. List of participants to the two editions.

The course was designed on the basis of the Italian experience on the development of capacities for emergency planning as well as on the design and organization of the courses of the EU Civil Protection Mechanism. The course is targeted to an audience composed of civil protection officers with emergency management responsibilities and of officials from other national/regional disaster management actors participating to the Regional Commissions for Disaster Management. The





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general objective of the course was to develop a shared understanding of the basics for elaborating a contingency plan together with the key elements of the inter-institutional coordination, international cooperation as well as the Union CP Mechanism.

The course introduces participants to risk analysis and monitoring, emergency preparedness measures, contingency planning and preparation of response plans with a focus on mass evacuation, population assistance and communication in emergency. It stresses the importance of functional inter-institutional coordination arrangements as well as of collaboration between disaster management professionals and the scientific sector, of coherent and tested early warning systems and of effective risk communication to decision makers and to the public. The practical exercise aims to build a regional platform for networking, information exchange and collaboration to be used as a basis for the pilot project.

Also this course has a high potential of replicability in similar contexts.

National Expert Workshop to define an operational structure for the Regional Commission for Disaster Management

This national workshop was organized following the conclusions of the second edition of the CPU course indicating the necessity of defining an operational structure for the Regional Disaster Management Commission. The workshop involved 16 ONPC officers in part from the Regional Directorates (Regional Directors, Head of Brigade, Planning Service) and partly from Headquarters (Officers of the Central Operational Room and the Major Risks and Planning Directorate).

The workshop included a first session dedicated to the presentation of the Italian (and the UN's) experience of the organization of the Operational Committee by Functions (Clusters) with detailed description of the model and of the individual Functions. Participants were then guided through the definition of the composition, of the tasks and organization of the operational units that could be activated within the framework of the Regional Disaster Management Commission and the necessary coordination mechanisms and tools (coordination center). A final half-day was dedicated to summarize the conclusions of the discussions in view of their integration in the Operational Manual for the Regional Commission for Disaster Management.

This training workshop responded to a very specific requirement. However its structure could be replicated in similar situations where the experiences of a EU country are utilized to develop the capacities of another country of the EU or third country.

Concept note for the Pilot Project in Bizerta. Prepared on the basis of the outcomes of the first CPU course, the experiences of the Italian Civil Protection system and the discussions held with the national and regional Civil Protection Directors and the Governor of Bizerte.

This document was utilized to illustrate the key activities proposed for the development of the regional disaster preparedness capacities with the involvement of all the members of the Regional Commission for Disaster Management.

This document was accompanied by the translation in French of the Italian Directive of 3 December 2008: "operational guidelines for emergency management" and of the user manual of the GEOSDI web-GIS platform.

This document will be expanded, during IPCAM 2, with new proposed actions concerning the inclusion in the operational structure of the Regional Commission of the existing Volunteers Associations and the design and implementation of a risk awareness campaign on the model of campaigns designed and implemented in Italy and Germany, and will be used to promote the extension/replication of the IPCAM pilot project in other interested Tunisian Governorates.

"Operational Manual for the Regional Commission for Disaster Management"

This document, developed by ONPC with the contributions (few) of other regional disaster management players and with the support of DPC aims at providing the members of the Regional Commission with clear roles and tasks (consistent with their respective mandate) concerning





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information sharing and decision making support during emergencies. The Regional Commissions for Disaster Management are established by the Tunisian law on civil protection and disaster management, however, in most cases they are not gathered during emergencies or when they are gathered they do not properly support information management and decision making by the Governor and the ONPC Regional Director.

The objective of the document is to facilitate the functioning of the Commission. It also defines the components and the tasks of the “coordination center” in charge of ensuring the linkages between the field and the Commission and of its “operational units” organized in “functions” on the basis of the Italian and UN systems.

The members of the Commission welcomed this document as it clarifies the roles and tasks of each of them during emergency management. It was tested during a regional multi-level exercise, which allowed setting out the aspects to be further developed. It prepares the ground for a more efficient and effective emergency management at regional level and will be possibly extended to other interested Tunisian Governorates.

GEOSDI web-GIS Platform for the Governorate of Bizerte

This tool was developed to facilitating the exchange of emergency management information among the members of the Regional Commissions for Disaster Management and thus improving the follow up of the emergency as well as decision-making. It is an open web-based geographical information system designed to facilitate information sharing among disaster management players. It shows, on an open electronic map (Google), geographic information in different formats and from different sources. It is being used by the Italian Civil Protection for its web-GIS as well as by UNOCHA as an information sharing and emergency monitoring tool in Palestine.

Proposed utilization of GEOSDI was very well welcomed by the Director General of the ONPC, the Governor of Bizerte and the ONPC Regional Director of Bizerte. Nevertheless the installation and the utilization of the GEOSDI software on ONPC server encountered various technical problems due to the IT security measures in use at ONPC. The Italian experts had to sort out how to bypass firewalls and security restrictions in the IT system either to install or to make available the information exchange platform on the web. This was not an easy process as a number of permissions at National level had to be obtained in order to make the server accessible on the web. Positive feedbacks were received from the DPC geographical information managers and the CNR after the GeoSDI training of ONPC officers in Italy.

To overcome potential difficulties related to the availability of Regional Commission’s members to share information through a web-based information system, it was agreed to sharing, in a first phase, the information already available to ONPC and to supporting the implementation of the tool by a decree by the Governor.

Unfortunately the information shared on the web-GIS platform was not sufficient to make it a useful tool during the regional exercise organized at the end of the project. The system would require further efforts to make it effective and useful, in particular on the information sharing and management policy. It still has a potential of being developed and extended to all Tunisian Governorates.

The relevancy and usefulness of this system as well as the implementation methodology will be re-evaluated during IPCAM 2.

“Elements of the national standard operational procedures for the formulation of the request of international assistance to the European Civil Protection Mechanism, the reception of international teams and the follow up of operations”

This document, which summarizes the conclusions of the IPCAM workshop/exercise organized in Tunis on 10-13 October 2016, represents an important step forward in the definition of national interinstitutional procedures for the formulation of a request for international assistance in the framework of the EU CP Mechanism as well as for the preparation of the reception and deployment of international teams along with the European HNS Guidelines.





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No official procedure is in place in Tunisia for requesting international assistance in case of major disaster and these subjects had never been addressed before. Therefore this document was required to be developed.

Proposed follow up actions include the following:

- Endorsement of the document by the DG of the national Civil Protection and the Ministry of the Interiors. This was done during the Final Conference.
- Creation of an interinstitutional working group to further develop national procedures and formulating required developments of the regulatory framework to support coordinated actions at interinstitutional level.
- Indicating the National Civil Protection Authority as the national focal point for interacting with the ERCC on the activation of assistance once the political decision has been taken
- Organizing an international exercise to test the procedures

Some of these actions are being taken up in the framework of IPCAM 2

IPCAM web site and Facebook page

IPCAM web site has been designed and implemented to provide general visibility support.

IPCAM Facebook page has been an important virtual place to continue interactions following project events

Both tools would have benefited of more frequent updates. An Arabic version of the web site would have improved visibility and dissemination.

IPCAM Newsletter and mailing list

IPCAM mailing list has been the main dissemination channel of project news and documents. The project newsletter was compiled with a journalistic style in view to give wider visibility to project activities and outcomes. It was disseminated through the mailing list, on the web site and in printed format at ONPC offices.

The fact that the newsletter was only produced in French limited its dissemination. IPCAM 2 will consider producing also Arabic version of visibility publications and material.

6. Evaluation of the technical results and deliverables

Team Management Course (TMC)

General lessons learnt

There is a great demand and also willingness from Tunisian Civil Society to be involved in civil protection activities

An operational structure is needed for the actual involvement of civil protection volunteers in emergency management activities

Strengths

THW experience with developing capacities of the civil protection volunteers sector

Linkages with the basic civil protection training course for volunteers organized by the THW-ONPC bilateral project

Mix of theoretical and practical parts

Mixed working groups

Women participation





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Possible challenges and/or improvements to be tackled through further action

Introduce a training for the facilitation of the international TMC course
Develop an operational structure for the integration of civil protection volunteers and ONPC structures

Recommendations to stakeholders, partners, authorities in charge, National and EU institutions

This course should be extended/replicated on a larger scale and become part of a national program for the development of civil protection volunteers' capacities
Develop an operational structure for the integration of civil protection volunteers and ONPC structures

Civil Protection Planning Course (CPU)

General lessons learnt

The Regional Commission for Disaster Management is the more appropriate level to address interinstitutional coordination mechanism in the preparedness and in the response phase
The institutional and regulatory frameworks need to be developed to fully support effective interinstitutional collaboration and information exchange
Active political support by the Governor is highly required to work on disaster preparedness at interinstitutional level
The Regional Commission for Disaster Management requires a well-defined operational structure

Strengths

Different cultural and professional backgrounds interacting productively
Shared technical, professional, institutional and personal information
Women participation
Support provided by the Italian experience
Mix of theoretical and practical parts

Possible challenges and/or improvements to be tackled through further action

Integrate the "Operational Manual for the Regional Commission for Disaster Management"
Include a more structured tabletop exercise involving the Commission and the Coordination Centre

Recommendations to stakeholders, partners, authorities in charge, National and EU institutions

This course should be extended/replicated to other Tunisian Governorates
Collaboration/synergy should be established with BBK initiatives for the development of decision-making capacities for emergency management in Tunisian Governorates

National Expert Workshop to define an operational structure for the Regional Commission for Disaster Management

General lessons learnt

A clear and participated operational structure coordinated by ONPC is required to make the Regional Commission for Disaster Management an effective disaster management body
A regional coordination center (managed by ONPC and participated by all Commission's members) is required to improve information management and operations follow up





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ONPC coordination capacities need to be reinforced

Strengths

First national effort to define roles, organisation and responsibilities for the operational structure for the Regional Commission

Support provided by the Italian experience

Possible challenges and/or improvements to be tackled through further action

Involvement of other disaster management players other than ONPC

Recommendations to stakeholders, partners, authorities in charge, National and EU institutions

Promote the “Operational Manual for the Regional Commission for Disaster Management” and get political endorsement at government level

Such operational structure should be set up (on the basis of the Operational Manual) and tested (through exercises) in other Tunisian Governorates

Concept note for the Pilot Project in Bizerta. Prepared on the basis of the outcomes of the first CPU course, the experiences of the Italian Civil Protection system and the discussions held with the national and regional Civil Protection Directors and the Governor of Bizerte.

Strengths

Clear definition of potential actions together with examples

Support provided by the Italian experience

Possible challenges and/or improvements to be tackled through further action

Develop and integrate the document for possible future pilot projects under IPCAM 2

“Operational Manual for the Regional Commission for Disaster Management”

General lessons learnt

The document is consistent with the Tunisian regional disaster management context where multiple actors are, in principle, called to share information within the Regional Commission to facilitate decision making by the Governor and decision implementation and follow up by the Regional ONPC Director

Political support by the Governor is required to establish collaboration and coordination dynamics among the various Commission Members

Clearly defined roles and tasks for all Regional Commission Members are required to make the Regional Commission for Disaster Management an effective disaster management body

A clear and participated operational structure coordinated by ONPC is required to make the Regional Commission for Disaster Management an effective disaster management body

ONPC coordination capacities need to be reinforced

Strengths

First effort ever to define roles and tasks of the members of the Regional Commission within the Commission and within the Regional Coordination Centre

ONPC leadership and initiative





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Possible challenges and/or improvements to be tackled through further action

- Political support
- Formalizing roles and tasks and availability of own resources
- Contributions from other disaster management players other than ONPC
- Difficulty to put in practice at institutional level the concepts of inter-institutional coordination and contingency planning
- Extension at the national level

Recommendations to stakeholders, partners, authorities in charge, National and EU institutions

- Promote the “Operational Manual for the Regional Commission for Disaster Management” and get political endorsement at government level
- Promote the “Operational Manual for the Regional Commission for Disaster Management” in other Tunisian Governorates
- Such operational structure should be set up (on the basis of the Operational Manual) and tested (through exercises) in other Tunisian Governorates

GEOSDI web-GIS Platform for the Governorate of Bizerte

General lessons learnt

- The introduction of new technological tools for information sharing (web-based GIS) requires long and complex procedures, mostly for security reasons.
- Incentives are required to convince institutions and players of the advantage of information sharing on a shared, yet protected, software platform
- Active political support by the Governor (the key user) is required to establish information sharing tools

Strengths

- ONPC has understood the potential usefulness of such system
- First ever web-based multi-level and multi-player information system for disaster management

Possible challenges and/or improvements to be tackled through further action

- Political support
- Improved information sharing and management strategy
- Revised institutional and regulatory framework
- Extension at the national level

Recommendations to stakeholders, partners, authorities in charge, National and EU institutions

- Further develop the tool integrating information available within ONPC (available resources for emergency response, ongoing operations) and available partners (Ministry of Health)
- Integrate information from the National Institute for Meteorology and move towards the development of basic early warning functionalities

“Elements of the national standard operational procedures for the formulation of the request of international assistance to the European Civil Protection Mechanism, the reception of international teams and the follow up of operations”





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General lessons learnt

There is a necessity of developing national capacities for dialoguing and exchanging with the European Civil Protection mechanism

There is a necessity of developing national shared interinstitutional procedures for the formulation of the request of international assistance, the receipt and deployment of incoming teams

There is a strong necessity of preparing Host Nation Support measures through interinstitutional collaboration

The checklist of the EU Host Nation Support Guidelines provided a very good base for guiding the elaboration of the document

Strengths

First ever document on the subject

Issued from an multi-institution working group

Possible challenges and/or improvements to be tackled through further action

Political support

Recommendations to stakeholders, partners, authorities in charge, National and EU institutions

Political endorsement of the document

Creation of an interinstitutional working group to further develop national procedures at interinstitutional level.

Indicating the National Civil Protection Authority as the national focal point for interacting with the ERCC on the activation of assistance once the political decision has been taken

Organizing an international exercise to test the procedures

IPCAM web site and Facebook page/ IPCAM Newsletter and mailing list

General lessons learnt

As already mentioned above, during first two thirds of project duration, security concerns linked to the terrorist threat didn't allowed a wide and regular dissemination of information and updates on project activities and results. A general difficulty to keep communications

Strengths

The Facebook page – counting around 1100 “Like” - has been more appreciated than the website which has been conceived mostly to provide internet surfers with a snapshot of the project. For future action Facebook is suggested as main communication tool.

Possible challenges and/or improvements to be tackled through further action

More involvement of project stakeholders, namely participants to the events and trainings organized under IPCAM and professionals contributing to the project achievements could improve the quality of the news items published both in the website and in the project Newsletters.

7. Follow-up

Discussions among the Project Partners during project implementation lead to the decision to apply for a new IPCAM project.

ONPC confirmed interest in building stronger linkages with the EU Civil Protection Mechanism and with the European civil protection authorities and in adopting some of their organizational





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arrangements in order to improve its emergency management capacities and increase the effectiveness and efficiency of the Tunisian emergency management system in case of major crisis. ONPC also suggested the importance of sustaining IPCAM efforts in view to consolidate the results achieved and to extend and further develop them.

It was decided to focus the new project proposal on the following areas:

- Development of the Tunisian civil protection volunteers sector together with its linkages with ONPC
- Development of the operational manual and shared geographical database of resources for crisis management for facilitating the work of the Regional Commissions for Disaster Management
- Development of national capacities to interact with the EU Civil Protection Mechanism and to request international assistance, receive and deploy international teams

The IPCAM 2 project will also improve coordination and ensure synergies with past, ongoing and planned international collaboration initiatives on the development of Tunisian disaster management capacities: support to the development of a civil protection volunteers sector (THW-DE), registration of an INSARAG team (Défense Civile – FR), set up of a national civil protection school (Russia and BBK-DE), development of risk assessment capacities and creation of a ONPC GIS (Défense Civile – FR), development of strategic planning capacities of regional decision making bodies (BBK-DE).

It is recommended to reinforce the political dialogue among Partner Institutions and also with other international players active in Tunisia in order to ensure relevant support to the development of the Tunisian civil protection sector.

8. Final Project Budget

Eligible cost categories	Rate %	Original Budget €	Actual expenditure €	Percentage
Personnel		356.053	350.690,88	98,5%
Travel and subsistence		173.451	145.970,38	84,2%
Equipment		42.213	42.212,63	100,0%
Sub-contracting / External assistance		8.075	8.075,00	100,0%
Other direct costs		41.362	38.975,15	94,2%
Indirect costs / overheads	7,00%	43.481	41.014,68	94,3%
TOTAL ELIGIBLE COSTS		664.635	626.938,71	94,4%

9. Annexes

1. Team Management Course (TMC).
 - Concept note and Curriculum.





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- List of participants to the three editions.
- 2. Civil Protection Planning Course (CPU).
 - Concept note and Curriculum.
 - List of participants to the two editions.
- 3. National Expert Workshop to define an operational structure for the Regional Commission for Disaster Management
- 4. IPCAM Pilot Project in Bizerta.
 - Concept note prepared on the basis of the outcomes of the first CPU course, the experiences of the Italian Civil Protection system and the discussions held with the national and regional Civil Protection Directors and the Governor of Bizerte.
 - Translation in French of the Italian Directive of 3 December 2008: “operational guidelines for emergency management” and of the user manual of the GEOSDI web-GIS platform.
- 5. “Operational Manual for the Regional Commission for Disaster Management”
- 6. GEOSDI web-GIS Platform for the Governorate of Bizerte
 - Screenshots
- 7. “Elements of the national standard operational procedures for the formulation of the request of international assistance to the European Civil Protection Mechanism, the reception of international teams and the follow up of operations”
- 8. IPCAM web site and Facebook page
 - Screenshots
- 9. IPCAM Newsletters, “COUP D’OEIL SUR IPCAM” and mailing list
 - Newsletter No. 1
 - Newsletter No. 2
- 10. IPCAM Final Conference
 - List of participants
 - Agenda
 - Concept note
 - Videos:
 - IPCAM Project general video
 - Video on the “Operational Manual to support the work of the Regional Commission for Disaster Management”
 - Video documenting the regional multi-level simulation exercise done in Bizerte on 20 December 2016
- 11. Final IPCAM Budget