

## United Nations Development Programme



Annual Work Plan 2022

### UNDP

EU for Civil Protection and Disaster Resilience Strengthening in the Republic of Serbia

Country: Serbia

Expected CP Outcome(s):

Serbia adopts and implements climate change and environmentally friendly strategies that increase community resilience, decrease carbon footprint and boost the benefits of national investments

Expected Output(s):

Natural and human-induced risks effectively addressed

#### Narrative

Disasters affect Serbia's economic and environmental standing; diminish country's development potential, pose a risk to social stability and jeopardize EU investments. The effectiveness of the disaster risk management system relies on the adequate human, physical and financial capacities for planning, preparation, responding and post-disaster recovery, as well as on proper vertical and horizontal coordination between all the relevant institutions. Over the past two decades, droughts, floods, exceptionally harsh winters and other weather-related extreme events have caused major physical damage, financial losses and even deaths, and at the same time had significant impacts on the economy. The key problem of the Serbian Disaster Risk Reduction and Emergency Management System is the fragmentation of the institutional framework, procedures and insufficient capacities at the central and local level for adequate prevention, preparation and response to disaster risk needs of the communities and population. The Project is designed to overcome administrative hierarchy of institutions and to improve coordinated response and coherence of national and local policies and approaches. The action shall contribute to the effective management in emergencies by aligning civil protection and disaster risk resilience approaches with the EU standards, thus enabling realization and implementation of the Sendai DRR Framework. Improved disaster risk management system in Serbia will also bolster the national contribution to the EU Civil Protection Mechanism.

Programme Period:	2016-2020
Project Title:	EU for Civil Protection and Disaster Risk Resilience Strengthening in the Republic of Serbia
Award/Output Number:	00126724/00120703
Duration:	2020-2024
Management:	Direct Implementation Modality

Estimated Annualized Budget:	\$ 2,004,761.96
Annual allocated resources:	\$ 2,004,761.96
Donor	\$ 2,004,761.96
European Commission	

Implementing Partner: UNDP

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## I. BACKGROUND

Disasters affect Serbia's economic and environmental standing; diminish country's development potential, pose a risk to social stability and jeopardize EU investments. The effectiveness of the disaster risk management system relies on the adequate human, physical and financial capacities for planning, preparation, responding and post-disaster recovery, as well as on proper vertical and horizontal coordination between all the relevant institutions. Over the past two decades, droughts, floods, exceptionally harsh winters and other weather-related extreme events have caused major physical damage, financial losses and even deaths, and at the same time had significant impacts on the economy.

2019 Global Crisis Severity Index with the average score of 3.5 places Serbia in the group of medium-risk and rather stable countries. Although the applied INFORM methodology assesses Serbian vulnerability as moderately low, it still recognises institutional and governance shortcomings (scored with 5.2) and DRR (5.7) as having undermining impact on the overall coping capacity. The key problem of the Serbian Disaster Risk Reduction and Emergency Management System is the fragmentation of the institutional framework, procedures and insufficient capacities at the central and local level for adequate prevention, preparation and response to disaster risk needs of the communities and population.

The action is designed to overcome administrative hierarchy of institutions and to improve coordinated response and coherence of national and local policies and approaches. Holistic approach brings together continuous efforts of beneficiary institutions in establishing an all-encompassing and effective disaster risk management system and synergetic effect of well-coordinated and sequenced donor funded initiatives. The action shall contribute to the effective management in emergencies by aligning civil protection and disaster risk resilience approaches with the EU standards, thus enabling realization and implementation of the Sendai DRR Framework. Improved disaster risk management system in Serbia will also bolster the national contribution to the EU Civil Protection Mechanism. In designing the action, both UNDP and beneficiary institutions applied 360° whole-government and whole-society approach through community engagement and inclusion of the vulnerable groups. Implementation of the action will have a significant impact on the improvement of capacities at the central and local level for preparedness and response in case of incidents and disasters through upgrading physical, social and human capacities. It will improve institutional coordination at the horizontal and vertical level, improve technical and operational capacities for prevention and reaction. Each of the activities, outcomes and outputs responds directly to the specific needs and contributes to advanced cooperation across sectors and enables a faster, better coordinated and more effective response to natural and man-made disasters. This action complements the regional IPA Programme on flood prevention and forest fires risk management managed by DG ECHO and builds upon a number of on-going activities funded by the EU, Swiss Cooperation and the Government of Japan. Additional convergences with regional initiatives and programmes will be taken into account during the implementation of this action. Such cross-sectoral, multi-dimensional and dynamic understanding of resilience will have a valuable impact on national efforts in achieving some 25 disaster resilience targets of the 2030 Sustainable Development Agenda including: building the resilience of the poor and their exposure to risks (target 1.5), strengthening capacities for early warning, risk reduction and management of national and global health risks (3.d), ensuring inclusive and equitable quality education and lifelong learning (4) protection of water-restored ecosystems including forests (6.6), facilitate sustainable infrastructure development (9.a), increasing the number of cities and communities implementing integrated policies in line with Sendai Framework (11.5), improving education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation and impact reduction (13.3) and combating deforestation (15.3).

## II. STRATEGY

Entire strategy including specific activities and interventions (purchase of equipment, construction of infrastructure, provision of services and trainings) are developed following the logic and requirements of the Action Document IPA 2019/Serbia/EU for Civil Protection.

To reduce Serbia' vulnerability to disasters UNDP will apply the result chain approach as presented in the following table:

IF	THEN	BECAUSE
<p>The Central building of the Sector for Emergency Management (SEM) is rehabilitated and equipped, firefighting equipment and vehicles procured, Central Platform for real-time data established and into operation, protective uniforms, equipment and vehicles delivered to medical institutions</p>	<p>Serbia' capacity for disaster management will be improved sufficiently to establish responsive system at national and local level.</p>	<p>More efficient data collection and processing, information-based decision-making, effective emergency responses and full application of the safety protocols are enabled</p>
<p>Capacities for civil protection are improved, Education Centre in Kraljevo is reconstructed, furnished and equipped, local stakeholders and MRSS staff members are trained and equipped, the most relevant awareness raising thematic areas are identified and supported, Disaster Risk Register is established and functional</p>		<p>Operational, technical and human capacities of the front-line emergency responders are enhanced, disaster risk governance strengthened, and risk-informed decision-making process enabled</p>

UNDP will work closely with the beneficiary institutions of the Project: Ministry of Interior, Sector for Emergency Management (SEM), Project Investment Management Office of the Republic of Serbia (PIMO), Ministry of Health (MoH) and Ministry of European Integration on increasing efficiency of emergency management, enhancing capacities of the civil protection structures, enabling risk-informed decision making process and strengthening disaster risk governance through dialogue, cooperation and partnership of public and civic sector in the DRR.

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### III. OBJECTIVES AND ACTIVITIES

**The overall objective** of the Action is to contribute to the reduction of vulnerability to disasters and increase the country's resilience to climate change. The overall objective is based on the identified gaps in the DRR sector, namely the limited technical capacities and weak cooperation between different stakeholders. **Specific objective** of the Action is to put in place the capacities for emergency management and disaster risk resilience at the national and local level.

Results of the actions are as follows:

#### **Result 1.1 Sector for Emergency Management central building including the Republic Information Centre reconstructed and equipped**

Ministry of Interior, Sector for Emergency Management has dedicated a separate lot, dedicated to the construction of Firefighting station New Belgrade, for the construction of the SEM HQ in Djordja Stanojevic Street (cadastre No. 2902/5). Following Project set-up, MoI contracted responsible designer for the development of planning and spatial documentation. During 2021, responsible designer has developed planning and spatial documentation and obtained Location Conditions for development of the Design of Building Permit and an Executive Design, preconditioning execution of works and construction of the new SEM HQ. Due to the changes and an increase of the scope and volume of works (construction of more than 4,000 sqm facility at the Djordja Stanojevic Street instead of reconstruction of 2,900 sqm of initially designated facility in Jovana Avakumovic Street), exceeding the Project Budget, SEM expressed commitment to provide a co-financing of works using the Government Cost-Sharing modality with UNDP. Upon completion of the co-funding arrangements, availability of supplementary resources and completion of the technical documentation, UNDP will launch tender for works and contract an independent supervisory body.

Existing technical documentation foresees construction of four floor facility (ground plus three) with the total area of 4,082m<sup>2</sup>. During the preparation of the technical documentation, special attention will be paid to the design of elevators suitable for disabled persons, as well to the extension of the porch, at the entrance to the building and the construction of a new staircase and ramps for access of persons with disabilities. UNDP will support the responsible designer in recognising and properly addressing gender related specificities through viable technical solutions.

Wherever feasible, UNDP will insist on application of eco-friendly materials and processes. To maximise energy efficiency, UNDP will equip the facility with digital electricity meters, water meters, calorimeters, energy monitors and connect it to EMIS (Energy Management Information System in Serbia). EMIS can perform as a computer program or an internet application which serves as a basic tool which supports the energy management system in public and commercial buildings. The system is developed by UNDP and the Ministry of Energy and Mining. Introduction of EMIS will enable the beneficiary to easily monitor energy, energy raw materials and water consumption along the system – resulting in the effective costs control. UNDP will introduce additional waste and carbon footprint reduction measures through establishment of the recycling system, installation of the led lightning and motion sensor control in common premises

In agreement with SEM, MoI will appoint a qualified technical focal point to act in the capacity of beneficiary supervision and ensure compliance with the beneficiary specific needs. Furthermore, UNDP will introduce additional layer of environmental impact control and fulfilment of waste management legal requirements.

Existence of the central command and control facility represents the main precondition for effective risk management and coordinated emergency response.

#### **Result 2.1 Rudno Education Centre reconstructed**

During 2021, the Project team has contracted and have been working closely with the responsible designer. To the date, urbanistic and planning documentation has been completed. Completion of the entire set of technical documentation, accompanying studies and issuance of Construction permit is expected in the Q1 of 2023, to be followed with the launch of the tender for works.

UNDP shall conduct extensive reconstruction and partial extension of Rudno Education Centre followed by equipping, furnishing and overall technological upgrade. This implies (re)construction of the training facilities, accommodation rooms and a training ground compliant with the contemporary training standards. In addition

to the environmental protection specific requirements deriving from the location and applicable environmental protection requirements, UNDP shall insist on application of innovative eco-friendly technologies and materials. Works shall include replacement of the existing fossil fuel heating system with the biomass system. Installation of advanced wastewater treatment and denitrification system will prevent further soil contamination from an outdated septic tank. Furthermore, all the technologically obsolete materials used for construction of the 50+ years old structure will be replaced and disposed of in accordance with the legal requirements. Introduction of Energy Management System in Serbia and accompanying measuring devices (water meters, calorimeters and electricity consumption measuring devices) as user-friendly energy and water consumption monitoring tools shall contribute to lowering the carbon footprint, effective cost control and overall financial and environmental sustainability of the action.

Rulebook on the content and manner of conducting professional supervision requires obligatory supervision of the works. Expert supervision refers to: preparatory works; construction works; installation of equipment and works performed during the construction of the facility. Company for the independent supervision of works, which can be neither the designing company, nor the company which has performed the technical control, will be present at the construction site daily. Furthermore, UNDP will apply additional environmental impact level of control including preliminary assessment, verification of antipollution measures, waste management monitoring and assurance of eco-friendly technologies application. Following UNDP's request, the City of Kraljevo shall appoint a beneficiary supervision focal point which will contribute to the compliance of the proposed solutions with the final beneficiary needs. UNDP Project Engineer will resume responsibility for overarching works supervision, implementation of the dynamic plan and monitoring of supervisory related tasks.

## **Result 2.2 Municipal servants and civil protection commissioners trained**

Serbian legal framework prescribes obligation of local self-governments to develop and implement environmental and disaster risk assessment and protection plans. In accordance with the recently introduced obligations prescribed by the Law on Natural and other Hazard Risk Reduction and Emergency Management, Serbian municipalities and cities are obliged to establish Civil Protection Units (CPU) on their respective territories. LSG Units are faced with limited knowledge products and learning opportunities for establishment of effective civil protection systems. Therefore, the focus of the training activity is on bolstering of human capacities at both the national and local level. Three out of four training modules will be based on PI curricula on the Civil Protection System, Disaster Risk Reduction and Post-Disaster Reconstruction and Recovery certified by the National Academy for Public Administration. Training programmes are developed in full compliance with the National Strategy for Professional Training of Employees in Autonomous Provinces and Local Self-Governments, Law on Employees in Autonomous Provinces and Local Self-Governments and with formal consent of the Minister of Public Administration and Local Self-Government, the Council for Professional Training of Local Self-Government Employees and the Ministry of Interior.

EU funded training approach entails both a holistic and synergetic approach to the natural hazard management. The holistic approach will entail development of the fourth - Climate Change Adaptation (CCA) module, which will be developed by UNDP Climate Portfolio within the scope of Green Climate funded project. CCA training curriculum will be based on the Green Climate funded stocktaking exercise which highlighted the existing weaknesses and demonstrated the prevailing barriers to climate change adaptation and disaster risk reduction planning in Serbia. The synergetic approach will ensure better integration of climate change adaptation into existing policies and symbiosis with DRR measures, including development of local risk assessments and local emergency protection and rescue plans.

As of 2020, UNDP started with implementation of two-staged training programmes:

**Training of Trainers (TOT)** for advanced civil protection commissioners, national and local administration personnel involved in civil protection and DRR affairs. In 2021, a total of 25 local level practitioners (30% of them being woman) completed the training course and received necessary certification. As of December 2021, newly certified trainers started with the rollout of the local level trainings for local administration employees, civil society organizations (CSOs) and responsible public companies. During 2022, UNDP will organise up to 59 two to three days long trainings for representatives of 170 local self-governments attended by app. 900 participants (15-20 participant/training). The key guiding principle to be applied by UNDP will be to ensure interactive relations with trainers and trainees. Participation of women will be strongly incentivised and reinforced through engagement of women's organisations and complementarity of project activities.

## **Result 2.4 Highly experienced MRSS staff trained**

This intervention addresses impediments of national rescue services concerning high risk operation on inaccessible terrain. Mountain Rescue Service of Serbia (MRRS) has 250 active rescuers, capacitated to support the Ministry of Interior, Serbian Army Forces, civil protection units and health emergency service providers in rescue operations. Over the course of the last 20 years, MRSS members have saved more than 15,000 lives, 1,500 of which were rescued during the 2014 floods. The year 2019 was relatively calm in terms of disasters and related risks. Still, over the course of the year, MRRS successfully conducted 1,050 high risk rescue operations. Inaccessible places of accidents, severity of injuries and associated safety risks require a high level of physical and mental preparedness, compliance with professional requirements, constant improvements and extension of the rescue domain. ToTs for highly skilled MRSS staff will enable continuous skills development, compliance with high-level professional standards and sustainability through the transfer of knowledge. This intervention implies:

- Helicopter Rescue Training in Romania for 5 highly experienced MRSS staff members. Participants will obtain Helicopter Rescue Technician Certificate.
- Flood Water Rescue Instructor Training which includes Rescue 3 advanced swift water rescue technician training, international trauma life support training and Rescue3 instructor course for 4 highly experienced MRSS staff members. Medical and advanced water rescue trainings will be held in Croatia, while Instructor courses will be held in Austria. Certificates will be issued by Rescue3 Europe and International Trauma Life Support.
- High Angle Rope Rescue Training for 2 highly experienced MRSS staff members in Austria.

## **Result 2.5 Trained 30 floods' rescuers**

Upon obtaining the necessary certificates, MRSS trainers will train and certificate 30 MRSS flood rescuers including 8 women as per highest Rescue Europe standards.

## **Result 2.8 Disaster Risk Register established and functional**

Pursuant to the Article 22 of the Law on Disaster Risk Reduction and Emergency Management which prescribes the establishment of Disaster Risk Register (the Register), the legal responsibility for its development is entrusted to SEM whilst all the relevant authorities are required to provide timely updates. Due to technical capacities, the Republic Geodetic Authority will be responsible for technical infrastructure maintenance in accordance with the geospatial regulations. The Register shall be used as a subsystem of the national geospatial data infrastructure system comprised of the following data: physical and geographical characteristics of risk affected areas, affected population vulnerability data, infrastructure data including level of exposure and vulnerability, historical data, risks description, areas of immediate risk and local-self- governments' risk reduction capacities. This intervention will support the establishment of the Disaster Risk Register as an interactive and interoperable system aligned with the EU INSPIRE Directive and the EU Initiative to Enhance Data Interoperability.

In mid-2021, UNDP contracted responsible company for the establishment of the IT infrastructure Geo Serbia (subsystem) and completion of the system is expected by April 2022. UNDP will provide a technical support to the proprietors of the data of concern of the integrated risk management (Public Water Management Company, Geological Institute of Serbia, local administrations and others) in collecting the standardised data and feeding the system.

## IV. ANNUAL WORK PLAN

2022

EXPECTED OUTPUTS And indicators including annual targets	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIME LIMIT				PART RESP. Responsible party	PLANNED BUDGET		EXPECTED DELIVERABLES	
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount in US \$	EX
<b>Output 1:</b> Established capacities for emergency management and disaster risk resilience at the national and local level  <b>Indicator 1:</b> Extent of rehabilitation progress and operability status of SEM building Baseline: 0 Target: 60%	Activity A.0.1 Establishment and coordination of Decision-Making Process (Project Management)					UNDP	EU	71400 Contractual services -Individuals	173,280.54	Financial management and accounting system set up. Progress reports prepared as per procedure. At least 5 press releases issued.
								71600 Travel	11,029.41	
		X	X	X	X			64300 Staff Mgmt Costs	52,092.76	
								72400 Communic & Audio VisualEquip	4,072.40	
								72500 Supplies	2,036.20	
								74200 Audio Visual&Print ProdCosts	10,000.00	
<b>Indicator 2:</b> Extent of rehabilitation progress and operability status of Education centre Rudno Baseline: 0 Target: 100%	Activity A.1.1 Reconstruction and equipping of the Sector for Emergency Management of the Ministry of Interior (SEM building)	X	X	X	X	UNDP	EU	71300 Local Consultants	4,320.00	Supported development of technical documentation for reconstruction of the SEM facility. Construction works contracted;
								72100 Company contracts	1,000,000.00	
	Activity A.2.1 Reconstruction and equipping of the Education Centre with a training ground in Rudno	X	X	X	X	UNDP	EU	71300 Local Consultants	4,900.00	Urbanistic and technical documentation for reconstruction and extension developed. Reconstruction works completed. Equipment and furniture purchased;
								72100 Company contracts	290,000.00	
<b>Indicator 3:</b> Number of trained local servants Baseline: 120 Target: 700	Activity A.2.2 Trainings for LSGs,					UNDP	EU	72200 Equipment and Furniture	15,000.00	
		X	X	X	X			75700 Trainings and Workshops	62,000.00	

<p><b>Indicator 4:</b> Number of staff trained to instructor level and trained flood rescuers (women/men) Baseline: 8 instructors Target: 11 instructors, 30 flood rescuers</p> <p><b>Indicator 5:</b> % of the territory of the Republic of Serbia covered with geospatial risk data Baseline: 0 Target: 50%</p>	civil protection units, NGOs and other stakeholders involved in civil protection									E-learning modules available in NAPA elearning platform. Established pool of at least 30 trainers. 700 local servants trained. Developed Serbian PDNA methodology;	
	Activity A.2.3 Training of trainers for selected highly experienced MRSS staff;		X	X	X	UNDP	EU	75700 Trainings and Workshops	15,000.00	11 highly experienced MRSS staff members trained to the level of instructor. 30 flood rescuers (women/men) trained	
	Activity A.2.7 Establishment of the Disaster Risk Register	X	X	X	X	UNDP	EU	71300 Local Consultants	34,878.00	Software completed and operational. Supported data	
								72100 Company contracts	195,000.00	acquisition.	
	GMS									131,152.66	
<b>Total:</b>										2,004,761.96	