United Nations Development Programme

Country: Serbia
Project Document

Project Title:	Strengthening the resilience and preparedness of the City of Belgrade for the response to natural disasters and crises
UNDAF and CPD Outcome(s):	By 2020, there are improved capacities to combat climate change and manage natural resources, and communities are more resilient to the effects natural and human-induced disasters.
Expected Output(s): *(Those that will result from the project and extracted from the CPD)*	Output 5: The National Disaster Risk Management System is implemented at central and local levels
Implementing Partner:	The City of Belgrade
Responsible Parties:	UNDP

Brief Description

The Project aims to strengthen the resilience of the City of Belgrade through increasing the capacities to plan for and execute emergency response in crisis situations. The project will focus on sustainably coping with various crisis which might occur in the future. The project uses a two pronged approach. The first output focuses on capacities to respond to and mitigate the effects of disasters caused by natural hazards. In particular the Project establishes an early warning system (EWS) for the municipality of Obrenovac as a pilot laying the ground for the introduction of EWS in other city municipalities; as well as developing and implementing trainings for municipality Emergency HQs; and increasing general awareness about emergency preparedness among the population. The second output re-enforces acknowledges the impact of the migration/refugees crisis and bolsters the capacity of municipal services for planning and response.

Programme Period	2016 - 2020
Key Result Area (Strategic Plan):	***Area of Work 3: Resilience-building*** Disaster risk reduction (DRR), preparedness, response and recovery
Atlas Award ID:	00081149
Atlas Project ID:	00097150
Start date:	1 December 2015 –
End Date	1 December 2018
PAC Meeting Date	_____
Management Arrangements	NIM

2015-16 budget:	$ 171,246
Total resources required	$ 2,371,246
Total allocated resources:	$ 171,246
Other:	
o Donor	
City of Belgrade	$ 136,246
o Donor	
Unfunded budget:	$2,200,000
UNDP parallel funding:	$ 35,000

Agreed by Belgrade: _____

Agreed by UNDP: _____

I. BACKGROUND

Belgrade is the largest urban settlement in the country as well as the business and administrative center. The infrastructure of The City of Belgrade is thus of vital importance to the Republic of Serbia (eg. The Power plant "Nikola Tesla" in Obrenovac and opencast mining in Lazarevac give almost 2/3 of the Serbia's electricity). The capacity to prepare and ability of Belgrade city authorities to respond to emergencies is essential and important for more than 1/5 of the country's population and also plays a huge part in the industrial and service system of Serbia.

The outskirts of the City of Belgrade (hereinafter "Belgrade") have suffered significantly during the May 2014 floods. The city municipality of Lazarevac has suffered considerable damage, and Obrenovac was among the most heavily affected municipalities. The Recovery Needs Assessment (the post-disaster needs assessment) conducted by the Government of Serbia, with the help of the United Nations, the World Bank and the European Union assessed that most of the damage to private housing was in Obrenovac. In addition, Belgrade has seen the large influx of refugees and migrants, who, upon entering Serbia from Macedonia and Bulgaria, made their way northwards, to either Hungarian or Croatian border. Almost all of the people transiting made their way through Belgrade, which, by November 2015 amounted to over 470,000 people. Although few people stayed longer than 24 hours, Belgrade has seen an increased strain on public and social services.

Approximately 32,000 people were evacuated from their homes during the floods, out of which 25,000 were from Obrenovac. The majority of evacuees found accommodation with relatives, but some 5,000 required temporary shelters in camps established by the Government and the Serbian Red Cross. The disaster resulted in 51 casualties, of which 23 were due to drowning.[1]

The City of Belgrade is facing a number of "new" challenges: The floods in May 2014 reminded us how urban and suburban municipalities are vulnerable to natural disasters. At the same time, the City of Belgrade is the most attractive destination for tourists but also for migrants and displaced people. In the period 2014-2015, almost all migrants pass through the city and the Republic of Serbia.

Due to climate change, the Republic of Serbia can expect a temperature increase 0.3 - 2.6 degrees (depending on the climate changes scenario) and a smaller amount of rainfall - accompanied by a large number of "extreme periods" - when the severe intensity rainfall will occur over a very short period of time. This includes the risk of flash floods and landslides, and increases the chances of repeating the floods of 2014. Also, the influx of large numbers of people in a short time create challenges related to the provision of services for the citizens of affected municipalities. Also the challenges for human security at the local level as well as the administrative capacity of the city are under strain.

Although the City of Belgrade has so far acted in a timely manner and in accordance with existing national and international standards, it did this to the maximum capacity possible, putting a lot of strain on its resources. These capacities, enhanced by such an effort, with all the enthusiasm and motivation of human resources, can hold out only for a certain period of time.

There is a clear need to set up a system for early warning and information (as proven during 2014 floods), but also to strengthen resilience of the local communities, including the local municipal bodies and services, to be able to respond as efficiently as possible to the challenges of the disasters and crisis.

UNDP supports local communities to resist, absorb, accommodate and recover from different types of shocks. For example, UNDP has built 18 torrential dams in 8 municipalities and 35 houses for flood victims (out of which 14 in Obrenovac) from May 2014 to October 2015. Currently, UNDP is also building a bridge over the Lukavica river in Lazarevac In cooperation with the

National Training Centre of the Ministry of Internal Affairs of Serbia, UNDP has conducted training for commanders and members of headquarters for emergency situations in Ruma. Furthermore, UNDP has supported the creation of a new legal framework for disaster risk management and protection system, as well as the Action Plan for the implementation of the National Program of risk management against natural disasters.

II. PROGRAM APPROACH

The City of Belgrade and the United Nations Development Programme will join resources in order to strengthen the long-term resistance and improve the response mechanisms for emergencies and crises.

UNDP Strategic Plan 2014 – 2018 and recently adopted Sustainable Development Goals define the resistance (resilience) of local communities as one of the most important global priorities. Also, the United Nations Development Assistance Framework (UNDAF) stipulates that "By 2020, there are improved capacities to combat climate change and manage natural resources, and communities are more resilient to the effects natural and human-induced disasters". Similarly, the Country Programme Document for Serbia envisages Output 5: The National Disaster Risk Management System is implemented at central and local levels.

The City of Belgrade and UNDP plan to make a three-year framework for cooperation, which will provide enhanced resilience of Belgrade to natural disasters and to the challenges caused by ongoing migration crisis. Depending on the upcoming legislation amendments, the framework will define specific activities in Annual Work Plan, and identify funds for their implementation. The activities under the current framework will start with the strengthening of the early warning system in Obrenovac and with trainings for Emergency HQs of the local city municipalities of Obrenovac and Lazarevac (with participation of other Belgrade city-municipalities). These were the most heavily affected municipalities in May 2014 floods. Also, with the dynamic challenges which the migrant crisis presents, the Project will strive to support Belgrade coordination with the central level authorities as well as its coordination with other local self-governments in Serbia for the purpose of responding to various challenges to local community caused by the migration crisis.

The specific activities from the framework, once defined, will be devised in the annual work plans. The activities beyond this Project will largely depend on the available resources in the city budget. Also, as Serbia moves towards the increased responsibility of local self-governments for preparedness and risk reduction, there will be a need to respond to the by-laws identified in the upcoming law on Disaster Risk Management, which the Government Office for Reconstruction and Flood Relief is preparing. Finally, the migration crisis has the potential to deteriorate the provision and quality of public services, social cohesion and municipal infrastructure. The specific capacity development activities of Belgrade administration to cope with the crisis will be required.

III. ANNUAL WORK PLAN

ear: 2015-2018

EXPECTED OUTPUTS *And baseline, associated indicators and annual targets*	PLANNED ACTIVITIES *List activity results and associated actions*	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount
tput 1: **The City of Belgrade is better prepared respond to risks of natural disasters** icator 1: One early warning system established d functional (Y/N) seline: The City of Belgrade has no optimal ctional system for early notification and rning systems and lacks sufficient relevant uipment icator 2: # of trainings in the City of Belgrade early warning, evacuation, communication in ergencies etc. per National Training Center ning programme eline: 1 training conducted in 2015 for City of grade headquarters for central Belgrade level, not city municipalities level for managing ergency situations; *get: M*inimum 3 trainings for The City of grade, Obrenovac and Lazarevac, with the	**Activity Result 1:** A conceptualized system for early warning in at least three urban municipalities 1.1. Completed preliminary and main design for Obrenovac; 1.2. Completed preliminary and main design for a second and third municipality; 1.3. The purchase of equipment for the system for early warning and notification;	X	X	X	X	UNDP	The City of Belgrade Unfunded	Company Contracts	109,450 1,000,000
	Activity Result 2: The system for early warning piloted 2.1. Installed equipment for early warning systems; 2.2. Tested equipment for early notification and warning systems;			X	X	UNDP	The City of Belgrade	Company Contracts Travel	17,464 300

volvement of staff from other urban unicipalities participation;	**Activity Result 3:** Capabilities of The City of Belgrade, Obrenovac and Lazarevac for emergency response strenghtened; 3.1. 3 trainings in Obrenovac and Lazarevac, with the participation of other urban municipalities conducted; 3.2. Identified gaps in capacity and ways to improve the capacity of local staff for emergency situations;	X	X			UNDP	UNDP provided parallel funding	Travel National Consultants Sundries	25,000
	Activity Result 4: Improved awareness of people on action in emergencies; 4.1. Organization of educational programs in the selected schools; 4.2. Organizing a conference on the need to strengthen education on emergency situations;			X	X	UNDP	Unfunded	Company Contracts Grants	1,000,000

utput 2 **he City of Belgrade's public services have inforced capacities to respond to crisis used by migration** *dicator 1:* Number of coordination events with ntral-level authorities ; *seline:* The public service capacity of The City of lgrade to respond to the crisis provoked grations are over-strained; *rget:* At least 2 coordination events/annually tween Belgrade and central-level authorities d other LSGs in Serbia dicator 2; Strengthened capacities to maintain cal security in Belgrade; *seline:* The capacity to maintain a regular local curity are reduced as a result of increased volvement of municipal police on security; *rget:* Communication equipment for the sponse to migration crisis for community police ovided;	Activity Result 5 **Municipal services and local security in crisis situations improved;** 5.1. Equipping public utility company for enhanced engagement in crisis situations; 5.2. Equipping municipal police and public services entities for enhanced engagement in crisis situations; 5.3. Training of municipal police and public services to respond to the crisis caused by migration;	X	X			UNDP	UNDP parallel funding Unfunded	Company Contracts	10,000 200,000
Direct Project Cost (funded)									2,544
GMS (5%)									6,487
TOTAL BUDGET									136,246
UNDP provided parallel funding									35,000
Unfunded									2,200,000

IV. MANAGEMENT ARRANGEMENTS

The project will be executed under the National Implementation Modality although, the specific services described in the Letter of agreement shall be implemented by UNDP, as per request by the City of Belgrade to provide support services by UNPD in the duly signed Letter of Agreement. The management arrangements will conform to the stipulations in the new Results Management Guide. UNDP will take overall responsibility of the project implementation. The Project Organization Structure is the following:

The Project Board is a group of representatives of institutions from the national level whose competence are relevant for the implementation of specific project activities and one representative of The City of Belgrade as the donor. The Project Board is responsible for making (by consensus) management decisions for the project and guidance to the Project Manager, including recommendation for approval of project plans and revisions. The Project Board considers reports on the implementation of the project and directs its future course.

Project Board decisions should be made in accordance to standards[2] that shall ensure best value to money, fairness, integrity, transparency and effective international competition.

Project reviews that are performed by the Project Board are made at designated decision points during the running of the project, or as necessary when raised by the Project Manager. The Project Board is consulted by the Project Manager for decisions, when tolerances (normally in terms of time and budget) have been exceeded. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems between the project and external bodies.

Project Assurance is the responsibility of each Project Board member. In accordance with the obligations and responsibilities that Project Board members have on the project, this role can be delegated to UNDP Programme Officer. Project Board ensures the quality of the project by carrying out objective and independent project oversight and monitoring functions. This role ensures appropriate project management milestones are managed and completed. UNDP representatives participate in the Project Board and ensure the quality of the project. Managerial and administrative accountability will be ensured through periodic field visits and spot checks.

The Executive role is taken by the UNDP RR/UNRC, as responsible party in the project, and the Senior Supplier is a representative of The City of Belgrade and UNDP Deputy Resident Representatives. Senior beneficiaries are Belgrade city municipalities while the coordination at the The City of Belgrade level will be done by the City authorities.

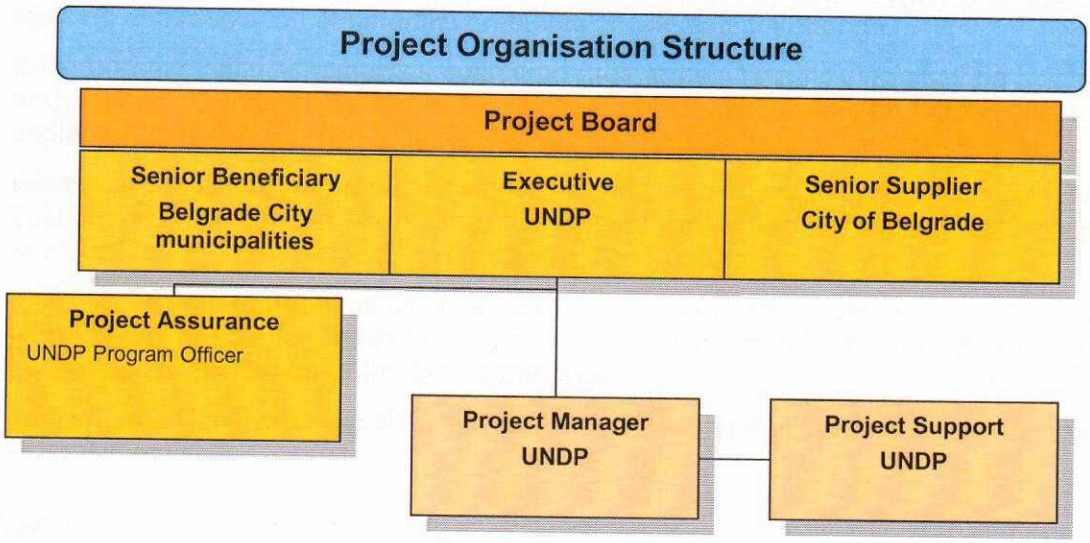
The **Project Manager** is representative of the UNDP that coordinates implementation of project activities in accordance with Project document and revised project document (if appropriate), coordinates reporting and is responsible for achieving project results. Project Manager has the authority to run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Committee. The Project Manager is responsible for day-to-day

[2] UNDP Financial Rules and Regulations: Chapter E, Regulation 16.05: a) The administration by executing entities or, under the harmonized operational modalities, implementing partners, of resources obtained from or through UNDP shall be carried out under their respective financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. b) Where the financial governance of an executing entity or, under the harmonized operational modalities, implementing partner, does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition that of UNDP shall apply.

management and decision-making for the project. The Project Manager's prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost.

The **Project Support** role provides project administration, management and technical support to the Project Manager as required by the needs of the individual Project Manager.

For more effective implementation of project activities and achievement of expected results of the project special working or focus groups can be set up, composed of representatives of UNDP, the implementing partners and relevant institutions.



IV. MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- On an annual basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Review Report**. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review**. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

Quality Management for Project Activity Results

OUTPUT 1: The City of Belgrade is better prepared to respond to risks of natural disasters		
Activity Result 1 (Atlas Activity ID)	*Short title to be used for Atlas Activity ID* *The City of Belgrade disaster preparedness*	Start Date: 1 December 2015 End Date: 1 December 2017
Purpose **To increase resilience of The City of Belgrade to respond to disasters**	*What is the purpose of the activity?* The activity will conceptualize the system for early earning in three urban municipalities and pilot the system in one of them. The activity will increase the capabilities of The City of Belgrade, Obrenovac and Lazarevac for emergency response and aim to increase awareness of residents of emergencies and other crisis.	
1.4. *Planned actions to produce the activity result.*	1. Completed preliminary and main design for Obrenovac; 2. Completed preliminary and main design for a second and third municipality; 3. The purchase of equipment for the system for early warning and notification 4. The installed equipment for early warning systems; 5. Tested equipment for early notification and warning systems; 6. 3 trainings in Obrenovac and Lazarevac, with the participation of other urban municipalities conducted; 7. Identified gaps in capacity and ways to improve the capacity of local staff for emergency situation; 8. Organization of educational programs in the selected schools; 9. Organizing a conference on the need to strengthen education on emergency situations;	
Quality Criteria *how/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*
One early warning system established	Field Verification	End 2016
The number of successful studies or preliminary designs	Progress reports	End 2016
Number of training in The City of Belgrade	Training reports, field visits	June 2016
OUTPUT 2: The City of Belgrade's public services reinforced capacities to respond to the crisis caused by migration		
Activity Result 1 (Atlas Activity ID)	*Short title to be used for Atlas Activity ID* *The City of Belgrade Migration*	Start Date: 1 December 2015 End Date: 1 December 2017
Purpose **To increase resilience of The City of Belgrade to respond to crisis;**	*What is the purpose of the activity?* The activity will bolster the capacity of The City of Belgrade services to cope with the crisis caused by migration and strengthen capacity for the provision of regular and special services to individuals and migrants, as well as train municipal police and public services;	
Description	1. Equipping public utility company for enhanced engagement in crisis situations; 2. Equipping municipal police and public services entities for enhanced engagement in crisis situations; 3. Training of municipal police and public services to respond to the crisis caused by	

	migration;

Quality Criteria *how/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*
▪ Number of training;	Field Verification	End 2016
▪ The quantity and quality of the equipment;	Progress reports	End 2016

V. LEGAL CONTEXT

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

UNDP shall transfer all rights or titles over the purchased property or equipment, from the funds secured by the City of Belgrade, and shall not have any claim over such property, equipment, beyond the satisfactory delivery of this property to the City of Belgrade by UNDP selected vendor.

ANNEXES

Risk Analysis: An assessment of risks that may affect the project should be conducted during the formulation. Please refer to the section "Defining a Project".

Use the standard Risk Log template

Please refer to the Deliverable Description of the Risk Log for instructions

Agreements: Any additional agreements, such as cost sharing agreements, project cooperation agreements signed with NGOs[3] (where the NGO is designated as the "executing entity") should be attached.

Terms of Reference: TOR for key project personnel should be developed and attached

Capacity Assessment: Results of capacity assessments of Implementing Partner (including HACT Micro Assessment)

[3] For GEF projects, the agreement with any NGO pre-selected to be the main contractor should include the