**United Nations Development Programme**

**Country: ALBANIA**

**Project Document**

|  |  |
| --- | --- |
| **Project Title** | Strengthening Capacities of Albania’s Fire Protection and Rescue Service |
| **GoA - UN Programme of Cooperation for Sustainable Development (2017 – 2021)****Outcome** | **Outcome 4**. Government and non-government actors adopt and implement innovative, gender-sensitive national and local actions for environmental sustainability, climate change mitigation and adaptation, and disaster risk reduction |
| **GoA - UN Programme of Cooperation for Sustainable Development (2017 – 2021)****Output** | **Output 4.1**: Scaled up action on DRR and climate change mitigation and adaptation across sectors |
| **Implementing Institution:** | UNDP Albania  |

**Brief Description:** Albania is exposed to a wide array of natural and man-made hazards and risks. The causal effects of disasters on human development and poverty are huge; Aside from the direct losses and damages, people are directly and indirectly impacted through losses in economic activity, health deterioration and reduced investment. Overall, disasters undermine economic growth and set back development objectives.

The earthquake event of 26 November 2019 was the most recent major disaster for Albania. Besides the damage it caused, the November 2019 earthquake provided Albania a unique opportunity to reflect on how to reduce vulnerability and enhance resilience at all levels in the future. The events that followed the earthquake, including the conclusion of the Post-disaster Needs Assessment (PDNA) report, showed that there is an urgent need to strengthen disaster preparedness, adopt adequate rescue and response systems and procedures, and improve the capacity of firefighting services. Such capacities must become functional across the government to save lives, livelihoods, and sustain development gains.

The Albanian Fire Protection & Rescue Service (AFPRS) is the primary operational search and rescue workforce in standby and ready-for-deployment, both in single small-scale incidents and in larger-scale disaster events, and a service delegated to local governments in the framework of the reform changes brought by the Territorial and Administrative Reform.

In the framework of development response to this event, UNDP Albania, in close collaboration with the Government of Albania, has already started to provide recovery support to community infrastructure at municipal level and also aims to contribute to sustainable solutions and mitigate risks of serious life-threatening situation that could be potentially avoided. The support of AFPRS is central to this endeavor.

The overall Development Objective of the present Project is to contribute to modernizing, increasing the standards and strengthening the operational and response capacities of the Albanian Fire Protection and Rescue Service through support to targeted municipal fire protection and rescue services.

The proposed intervention, made possible by the contribution of the Government of Poland and developed in partnership with UNDP, is fully in line with sectoral priorities and needs and in the spirit of the national action for enhancing the effectiveness and performance of the decentralized firefighting service. Support to strengthening the AFPRS is in line with the National Cross-cutting Decentralization and Local Government Strategy, the application of the Law 152/2015 “On Fire Protection and Rescue Service” as well as with the most recent Law 45/2019 ‘On Civil Protection”.

The proposed intervention is two-fold: standard capacity building for the firefighting teams of 10 selected municipalities, encompassing 45% of the total population of Albania, and material and equipment support benefiting eight municipalities providing services to 25% of the total population. The selection of municipalities has taken into consideration the priorities of the AFPRS and the intensity of impact caused by the November 2019 earthquake. As a result, the proposed benefitting municipal firefighting services include those of Durres, Fier, Kamza, Kavaja, Kruja, Kurbin, Lezha, Pogradec, Shijak, and Tirana.

In close cooperation with the beneficiary municipalities, the General Directorate of FPRS and the National Agency for Civil Protection, the Project will be directly implemented by UNDP Albania, under UNDP rules and regulations and within the legal framework of the Standard Basic Agreement between the UNDP and the Government of Albania, of 17 June 1991.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Programme Period: | 2017-2021  |  | Total resources required | **$** **3,176,471** |
| Atlas Award ID: | 00129612 |  | Total available resources | **$** **3,176,471** |
| Start date: | Sep 2020 |  | Contributions: |  |
| End date: | Aug 2022 |  | Government of Poland(UN exchange rate of Aug 2020) | **$** **3, 176,471**(€2,700,000) |
| Management arrangements | UNDP Direct Implementation Modality |  |  |  |

**AGREED BY**

|  |  |  |  |
| --- | --- | --- | --- |
| **Government of Albania** |  | **UNDP Albania** |  |
| Name? | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ | Limya Eltayeb | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |
| Title? |  | Resident Representative |  |
| **Beneficiary municipalities (Mayors)** |  |  |
|  |  |  |  |
| DURRES | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |  |  |
| FIER | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |  |  |
| KAMEZ | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |  |  |
| KAVAJE | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |  |  |
| KRUJE | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |  |  |
| KURBIN | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |  |  |
| LEZHE | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |  |  |
| POGRADEC | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |  |  |
| SHIJAK | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |  |  |
| TIRANE | \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ |  |  |

### ACRONYMS

|  |  |
| --- | --- |
| AFPRS | Albanian Fire Protection and Rescue Service |
| ASP | Albanian State Police |
| CoM | Council of Ministers |
| CP | Civil Protection |
| DRM | Disaster Risk Management |
| DRR | Disaster Risk Reduction |
| GoA | Government of Albania |
| MoD | Ministry of Defense |
| MoI | Ministry of Interior |
| MSR | Minister of State for Reconstruction |
| NCEP | National Civil Emergency Plan |
| NCPA | National Civil Protection Agency |
| PDNA | Post-Disaster Needs Assessment |
| S&R | Search and Rescue |
| SOP | Standard Operating Procedures |
| USAR | Urban Search and Rescue |

Contents

[ACRONYMS 2](#_Toc47437091)

[I. Situation Analysis 4](#_Toc47437092)

[I.1. Albania risk profile 4](#_Toc47437093)

[I.2. The November 2019 earthquake 5](#_Toc47437094)

[I.3. Albania’s Civil Protection legislation and reform 5](#_Toc47437095)

[I.4. Albanian Fire Protection & Rescue Service 6](#_Toc47437096)

[II. Project Rationale and Strategy 8](#_Toc47437097)

[II.1. Project Rationale 8](#_Toc47437098)

[II.2. Project Strategy 8](#_Toc47437099)

[III. Project Objectives, Outputs and Activities 11](#_Toc47437100)

[III.1 – Project Overall Objective 11](#_Toc47437101)

[III.2 – Project Outputs 11](#_Toc47437102)

[III.3 – Project Activities 11](#_Toc47437103)

[III.4 - Key Stakeholders 13](#_Toc47437104)

[III.5 – Communication and Visibility 14](#_Toc47437105)

[III.6 - Sustainability of results 15](#_Toc47437106)

[IV. Work Plan and Budget 16](#_Toc47437107)

[IV.1 – Indicative implementation timeframe 16](#_Toc47437108)

[V. Results Framework 19](#_Toc47437109)

[VI. Governance and Management Arrangements 21](#_Toc47437110)

[VI.1 – Project management structure 21](#_Toc47437111)

[VI.2 - Financial Reporting and Budget Controls 23](#_Toc47437112)

[VII. Monitoring Framework and Evaluation 24](#_Toc47437113)

[VIII. Legal Context 26](#_Toc47437114)

[IX. Risk Management 26](#_Toc47437115)

[Annex 1: Risks and Mitigation Measures 29](#_Toc47437116)

# Situation Analysis

1. Albania risk profile

Albania is exposed to a wide array of natural and man-made hazards and risks which include floods, fires, earthquakes, droughts and industrial accidents. The impact of disasters in Albania and the vulnerability of its citizens affected by them are significantly compounded by a relatively high degree of poverty, lack of infrastructure maintenance, unsafe building and land use practices linked to rapid urbanization, climate change and depletion of natural resources as well as by the various consequences of the transition from a state-controlled economy to a free-market one, including increased physical exposure of people and assets to vulnerability as a result of mass migration from rural to urban areas resulting in high population density in unsafe zones.

Due to its geographical features and location, Albania is prone to numerous and various typologies of natural hazards, which could easily turn into disasters due to the location of residential areas nearby hazards areas (high exposure) and low capacity of institutions and communities to deal with the risks (high vulnerability). Furthermore, the expected climate change events affect the territory in various ways (extreme weather phenomena, floods, draughts and desertification, fires), therefore increasing the frequency of natural disasters in Albania. In these circumstances, aiming at strengthening the resilience of people, systems and approaches through disaster risk reduction planning for Albanian municipalities becomes imperative.

The International Disaster Database (EM-DAT) shows that, during 1979-2019 period, floods accounted for the major share of disaster events (38%), followed by earthquakes (15%)[[1]](#footnote-2). According to the annual World Risk Report (BEH-IFHV, 2019), which calculates the Disaster Risk Index for 180 countries based on exposure, susceptibility, vulnerability and coping and adaptive capacities, Albania ranks first in Europe, and 61st the world.

The potential losses in Albania from a disaster with a 250-year mean return period are estimated at EUR 2.08 billion for earthquakes and EUR 1.18 billion for floods (World Bank, 2014). Albania is at high risk of forest fires, particularly in the dry summer season. More than 95% of events are small (less than 100 ha burned) and account for more than 40% of the total burned area, while big events are relatively rare (5% of the total burned area4). Albania is characterized by land instability caused by natural and anthropogenic factors.33.6% of its territory is relatively stable and 9.8% is unstable (UNDP, 2003).

The causal effects of disasters on **human development and poverty** are huge. Aside from the clear and immediate impact on those directly affected by loss or damage of property, injury, and loss of life, many more people suffer directly and indirectly through losses in economic activity, health deterioration (including mental health), and reduced investment in education.

Disasters undermine **economic growth** and set back development objectives. According to some estimates, natural disasters have raised government expenditure by an average of 15 percent and lowered revenue by about 10 percent over the five years following a disaster, leading to a substantial increase in the overall budget deficit[[2]](#footnote-3).

1. The November 2019 earthquake

The earthquake event of 26 November 2019, centered in Durres municipality, caused 51 fatalities, and over 900 injuries. The affected area has been known to be seismically active for a long time. 42 Fire Protection and Rescue (FP&RS) municipal structures were deployed with forces and vehicles in two main locations in Durres and Thumane to support the other operational forces.

Fire Brigades mainly supported S&R activities, and managed to rescue 20 persons from debris, whereas 38 were rescued by Albanian and international USAR teams. As a result of the earthquake, a total of 202,291 people, in eleven municipalities including Durres, were affected, of whom 47,265 were directly, and 155,028 indirectly.

The Post Disaster Needs Assessment (PDNA), conducted following the earthquake, revealed that the total effect of the disaster in the 11 municipalities amounted to 985 million EUR. The earthquake is estimated to have caused a combined damages and losses effect in the equivalent to 7.5% of the 2018 GDP. As a result of the earthquake, growth projections for 2020 have been revised downwards.[[3]](#footnote-4)

However, besides the damage it caused, the November 2019 earthquake provided Albania a unique opportunity to reflect on how to reduce vulnerability and enhance resilience at all levels in the future. The events that followed the earthquake showed that there is an urgent need to strengthen disaster preparedness, adopt adequate rescue and response systems and procedures, and improve the capacity of firefighting services. Such capacities must become functional across the government to save lives, livelihoods, and sustain development gains.

1. Albania’s Civil Protection legislation and reform

At present there is no multi-disciplinary, multi-sectoral and multi-stakeholder National Platform for advancing national commitments to Disaster Risk Reduction. Even though DRR is addressed in some policies, strategies or action plans, the adopted approach is not systematic, and DRR is not integrated into sectoral and multi-sectoral plans. A National Strategy on Disaster Risk Reduction is still in a draft form since 2014 and thus, not in force.

Civil emergencies in Albania are governed by the National Civil Emergencies Plan (NCEP) and the Disaster Risk Assessment in Albania (2003), which were prepared with UNDP assistance in 2003, but have not been updated/revised ever since.

The core legal act on DRR in Albania is the Law 45/2019 ‘On Civil Protection,’ adopted in July 2019, which replaced the Law ‘On Civil Emergencies’ (2001), thus providing a more a solid conceptual framework for promoting disaster risk reduction. However, sub-laws, strategies, plans and activities at national, regional and municipal levels still need to be harmonized with the 2019 Law.

Despite the absence of the Strategy, the recent Law 45/2019, and a subsequent CoM decree 747/2019 stipulates the establishment of a robust National Agency for Civil Protection, without full clarity on its institutional dependency, but it has yet to be resourced, capacitated and become functional.

The new law ‘On Civil Protection’ requires preparation of disaster risk assessments at both national and local level (qark, municipality) within two years of its approval. In addition, it requires preparation and adoption of a National DRR strategy and local DRR strategies. Urban development plans at national and local level have to be harmonized with these disaster risk assessments and strategies. The new Law also foresees the preparation of a National Civil Emergency Plan and Local Emergency plans.

Another important piece of legislation for civil protection is the recent Law 152/2015, "On the Fire Protection and Rescue Service". This Law defines the mission, organization, functioning, duties, rights, status of the fire protection and rescue service in the Republic of Albania as well as regulates the activity, employment relations, career guarantee and continuity of the employees of this service.

It has to be noted that the Law 152/2015 took into consideration the changes proposed by another major reform being concluded at the same period. The Cross-cutting National Decentralization and Local Government Strategy, adopted on July 29, 2015, transferred the function of fire protection service at the local level

According to the Law, the local Directorate or FPR Service is organized at the local level and is under the authority of the mayor. The municipal function represents the basic operating and inspection structure in the field of fire protection and rescue in the territory under municipal jurisdiction. Each municipality must cover its territory with fire service stations completed with personnel, vehicles and firefighting equipment. The FPRS station is an operating and inspection unit and should be set up in each municipality, complying with the standard One professional firefighter for 1500-2000 inhabitants, or at least 14 firefighter professional personnel per station.

1. Albanian Fire Protection & Rescue Service

The Albanian Fire Protection & Rescue Service (AFPRS) is the primary operational search and rescue workforce in standby and ready-for-deployment, both in single small-scale incidents and in larger-scale disaster events.

The Service was under State Police authority until 2002, and then passed under the command of the prefect in each of the 12 counties of Albania. The Law 152/2015 “On Fire Protection and Rescue Service” changed the firefighting service from a centralized to a decentralized one at the municipal level (the first tier of government in Albania). With the completion of the Territorial reform during 2013-2014, Albania reduced the number of local government units from 378 to only 61 new large municipalities formed as a merger of former ones. The new municipalities were to benefit from economies of scale and be given additional responsibilities based on feasibility and the principle of subsidiarity.

Since the entry into force of the Law, progress has been made in extending the physical presence of the FPRS throughout the territory. Of the 38 fire stations and 739 employees in 2016, the FFRS today covers the entire territory of the country and is set up in 61 municipalities. Each municipality has a fire station, except for Tirana, which has 6 and Durres and Kukes having 2 fire stations each. Today, the system employs a total of 1250 professionals and operators in all fire stations that are located: in 12 county centers, in 61 municipalities and in facilities of special strategic and economic importance (ports, airports, tunnels, etc.).

Centrally, there is a General Directorate of Albanian Fire Protection & Rescue Service in the Ministry of Interior, which mandated tasks include standardization, controlling the implementation of the legal acts, and coordination of firefighting structures at local level in case of major fires or disasters.

However, although the service take over obliges the mayor to ensure coverage with fire services of the territory, complete with personnel, vehicles and firefighting equipment of permanent readiness, according to the standards and norms in force as well as meeting the personnel standards, compliance has yet to be achieved and the level is far from both regional and European standards, knowledge and equipment.

By law, municipalities are now required to plan an emergency fund equal to 4% of the annual budget. In fact, according to data on expenditures from the Ministry of Finance, for 2016-2019 local governments spent on average 1.9% of their budget for civil emergency and fire protection, while in 2019 this share was 2.5%. Also, expenditures on civil emergency and fire protection show a steady increase for the past 4 years, however, the share of 4% of the annual budget is not sufficient to cover the needs.

A general problem for the firefighter teams is the lack of a structured physical and content-wise training system for employees, especially for the newly municipal recruits. This training should include the rules and standards of work in the firefighting, but also expand to other areas of natural and man-made disasters, preparing specialized professionals and teams for intervention and rescue. Currently, training is provided ad-hoc, mainly through pairing young and senior employees or knowledge share activities from performing municipalities to non-experienced ones.

On the other hand, firefighters are ill equipped with PPE, although they are the frontline workforce not only for extinguishing fires, but also for search and rescue in cases of earthquake, floods, industrial accidents, mountain and rafting incidents, etc., as the unique body of professionals brought to the field to respond to disasters.

In terms of physical capacities, the AFFRS is still far from adequate and remains largely underfunded. The state of physical infrastructure and equipment is poor and not affordable to most municipalities hosting the decentralized service. During the last local governments’ mandate, 2013-2019, the total investment of all 61 municipalities together on FFRS, including physical infrastructure and equipment, is negligible compared to the needs of the sector, due to competing priorities at the local level and the limited available budgets.

Firefighting equipment in use are generally extensively worn and torn, or partially non-existent. According to a report of the Ministry of Interior, conducted in 2017, the FPRS vehicle fleet in use in the country was highly obsolete at over 70% of the total number and the vast majority of such vehicles were of years of productions between 1960 to 1980. According to the report, compared to the countries in the region, Albania had (and has) the oldest firefighting fleet. During 2013-2019, 25 municipalities have added new firefighting vehicles to their local fleets, but these vehicles were rather 10-20 years old in average. Forest fires are frequent and seasonal, thus requiring swift intervention from the municipal FPRS. However, the response is largely impaired by a lack of 4x4 special vehicles, for intervention in forest areas.

The completion of municipal stations, especially for municipalities being county/prefectural centers, with rescue/rapid intervention vehicles, is another necessity, as is countering the lack of firefighting equipment at stations. As cities today are growing vertically, the need for aerial ladders to help firefighters reach the upper stories is becoming frequent, though this equipment is practically unaffordable for almost all municipalities.

The earthquake of November 2019 showcased the importance of the readiness of AFPRS to rescue and respond. The earthquake also made evident the deficiencies of the system and the investments needed. While the earthquake did not cause direct damages to the existing fire station facilities, critical interventions are needed in some municipalities to ensure adequate FPRS response capacity.

# Project Rationale and Strategy

1. Project Rationale

UNDP was part of the team supporting the Government of Albania prepare the Post-Disaster Needs Assessment (PDNA), which besides the assessment of damages, spotted many areas to be addressed to prepare for, mitigate and respond to future disasters.

While assessing the performance of DRR services during the earthquake event, the PDNA’ Civil Protection & DRR Sector assessment found that “…..the [earthquake] response was influenced by a series of existing vulnerabilities including: limited human resources of the National Civil Protection Agency (NCPA), absence emergency rooms at national and local level, lack of any training on emergency coordination, insufficient training and equipment of firefighter and Urban Search and Rescue teams.”

Past experience has shown that in the event of disasters in Albania, whether it is a large scale or a small/single incident, the fire brigades were always first to be called upon to assist the civil emergency authorities. For that, it is necessary that these units have their own resources for carrying out search and rescue operations immediately after a disaster. Enhancement of search and rescue capabilities of prefectures /municipalities for quick response will save lives. This can be achieved through the minimum of additional cost by developing the Fire Services as multi hazard response units.

UNDP has already started to provide recovery support to community infrastructure at municipal level and also aims to contribute to sustainable solutions and mitigate risks of serious life-threatening situation that could be potentially avoided. The support of AFPRS is central to this initiative.

The proposed intervention is fully in line with sectoral priorities and needs and in the spirit of the national action for enhancing the effectiveness and performance of the decentralized firefighting service. Support to strengthening the AFPRS is in line with the National Cross-cutting Decentralization and Local Government Strategy, the application of the Law 152/2015 “On Fire Protection and Rescue Service” as well as with the most recent Law 45/2019 ‘On Civil Protection”.

1. Project Strategy

In March 2020, in the framework of post-earthquake assessment and response, UNDP contacted the General Directorate of FPRS and discussed about sector priorities identified by this national authority. There were two sets of priorities that have quasi equal importance for an effective function of the FPRS: 1) basic and regular training of the firefighters for increasing and unifying knowledge and skills, 2) improved infrastructure for acceptable working conditions, and 3) adequate and more equipment for providing the service with efficiency and effectiveness.

Priority 1 – Training & Skills

1. *A general deficiency for the firefighter teams is the lack of training, especially for the newly municipal recruits. The training needed should include the rules and standards of work in the firefighting sector, but also expand to other areas of natural and man-made disasters, preparing specialized professionals and teams for intervention and rescue. Currently, training is provided ad-hoc, mainly through pairing young and senior employees or knowledge share activities from performing municipalities to non-experienced ones.*

Priority 2 – Physical Infrastructure

1. *Construction of the fire station building in the Municipality of Lezha. The municipality does not have a fire station at all. The service is placed temporarily in rented premises and ill-organized. (municipal population 65,663)[[4]](#footnote-5)*
2. *Construction of the fire station building in the Municipality of Fier. The current fire station is located within an abandoned Nitrogen Plant compound, very far from the city and thus ill-suited to timely response. (municipal population 120,655)*
3. *Construction of the fire station building in the Municipality of Pogradec. Currently the fire station building is located within the building of the Border Police, out of the city, without any kind of service condition. (municipal population 61,530)*

Priority 3 – Equipment

1. *Equipment of firefighters with adequate PPEs*
2. Provision, for 9 out of 12 municipalities representing county centers, of “search and rescue” equipment, including USAR containers[[5]](#footnote-6) and 4x4 fire extinguishers trucks, with a capacity of 2500-3000 liters of water, for interventions in forest fires.
3. Provision, especially for small municipalities (around 30), of intervention equipment kits (51mm tubing, 72mm throttle, connectors, branches, mixers, adapters, various scales, water pumps, etc.)
4. Provision of pickup vehicles, with a capacity of 450-500 liters, for municipalities where fire stations are setup recently.

According to the General Directorate of FPRS, the effect of these interventions would be immediate in saving human life in cases of disaster and would change the situation to almost 70-80% as a result of effective and resourced response.

While the needs of the AFPRS sector cannot be satisfied at once and exhaustively, priorities can be tackled within the limit of resources. In this respect, the current proposal tackles the priority list from the top and intends to address in part priorities 1.1 and 3.1 and in full the Priority 2.

The proposed intervention will benefit at different extents 10 municipalities in soft skills & training and eight municipalities in equipment and PPEs.

|  |  |  |  |
| --- | --- | --- | --- |
| No. | Beneficiary Municipality | FirefighterTraining | Equipment |
| 4 x 4 fire truck | USAR container | PPEs |
| 1 | Durres | X |  | X |  |
| 2 | Fier | X | X | X | X |
| 3 | Kamza  | X |  |  | X |
| 4 | Kavaja | X |  |  | X |
| 5 | Kruja  | X |  |  | X |
| 6 | Kurbin  | X |  |  | X |
| 7 | Lezha | X | X | X | X |
| 8 | Pogradec | X | X |  | X |
| 9 | Shijak  | X |  |  | X |
| 10 | Tirana | X |  |  |  |

The proposed distribution stems from the following rationale:

* Integrated approach in the municipalities in need for physical infrastructure intervention
* Provision of containers to municipalities representing county centers, where the firefighter teams are larger
* Provision of PPEs to smaller municipalities which find it more difficult to afford the cost from their own budgets, including those municipalities more affected by the November 2019 earthquake
* Provision of a standardized training to all the above municipalities plus Tirana, the capital city, which has the largest firefighting team and is one of the municipalities hit by the November 2019 earthquake as well as the one exposed to multiple vulnerabilities and hazards due to its population size.

In summary, the soft support will directly benefit ten municipalities encompassing a cumulative population of 1,258,600 residents or 45% of the total population and the material support will enhance the functionality of the firefighter teams of eight municipalities, covering a population of 701,178 residents or 25% of the total population. These statistics refer to the target municipalities, besides the fact each municipality has the obligation to assist neighboring municipalities and beyond, in cases of mass emergencies and disasters.

Project interventions will be undertaken in coordination and complement other ongoing or future efforts in the framework of development of the Disaster Risk Reduction national policies and plans, the strengthening of the decentralization and local governance reform and the overall capacity building efforts for improving the quality of local services and mandates of the local governments.

The project will be implemented through a small dedicated Project Management Team (PMT) in Tirana, led by an Project Manager, who will be hired for the full duration of the project, supported by shorter expertise in civil engineering and firefighting as well as an Admin/Finance Assistant, dealing with the project operational matters.

Technical assistance will be provided by either the PMT experts or by qualified external experts and/or contractors for specific activities, selected through open competition.

Opportunities will be sought to collaborate with the local government associations during the process of training curricula development, delivery and especially their dissemination. The developed curricula will also be shared with the Albanian School of Public Administration, as the central entity in charge of collecting and delivering standard capacity building curricula to public administration officials.

Gender mainstreaming: The Project will apply gender mainstreaming in all its activities throughout the implementation. All project interventions will be built or screened for with gender disaggregated data, analysis or output considerations, especially in the case of curricula content, so that project capacity building and deliverables are responsive to and benefit more appropriately men and women.

In addition, all relevant contractors engaged by the project will be requested to ensure gender mainstreaming is integrated in their proposals and whenever possible specific gender sensitive actions are part of such proposals.

Environment: The project is not expected to have direct effects on the environment. Project activities are related to capacity building and procurement of equipment. However, there are areas where the project may indirectly impact the environment, especially through consideration of environmental aspects in its capacity building curricula.

# Project Objectives, Outputs and Activities

III.1 – Project Overall Objective

The Overall Project Objective is to contribute to modernizing, increasing the standards and strengthening the operational and response capacities of the Albanian Fire Protection and Rescue Service through support to targeted municipal fire protection and rescue services.

In close cooperation with the beneficiary municipalities, the General Directorate of FPRS and the National Agency for Civil Protection, the Project will achieve the following outputs:

III.2 – Project Outputs

OUTPUT 1: Construction of three fire stations in the municipalities of Lezha, Fier and Pogradec in accordance with sector and construction standards

OUTPUT 2: Provision of firefighting equipment to municipal firefighting stations

OUTPUT 3: Enhance firefighting response and search and rescue skills and capacities

III.3 – Project Activities

***Activity 1.1 – Conduct the reconstruction technical design and finalize BoQ for each individual intervention***

Although some of the technical designs may exist, the project will undertake a complete redesign or update of existing designs to ensure that all elements and standards are taken into account and costs are calculated in the same way. The main elements for consideration should include

1. minimal safety standards,
2. optimized communication network,
3. efficient mobility and accessibility.

The tasks for technical design will be contracted out to a specialized local company. Completed designs will be endorsed by the General Directorate of FPRS and the respective municipality, prior to being tendered and implemented. All tendering processes will be through open local competition and executed by UNDP Country Office.

***Activity 1.2 – Conduct the reconstruction and refurbishment of selected fire station facilities***

Construction tasks will be tendered in lots or separately, depending on the geography and accessibility of selected interventions. Open competitive tendering for local construction companies will be applied. Tendering of the works will be based on verified and finalized technical specifications and BoQs.

The supervision of works will be done in two layers: first, through contracted professional supervision companies, and second, by a hired UNDP’s civil engineer, the latter role being the overall quality assurance of the work of the contractors and the supervision services.

The project will, therefore, employ a part-time civil engineer to monitor and follow all processes related to design, supervision, works, testing and commissioning until the handing over of the reconstructed facilities.

From experience and given the low complexity and cost of individual interventions, it is proposed that the design & supervision and the testing & commissioning are issued to two single contractors.

For all works, a defects and liability period of 6 months will be applied, and the retention amounts will be released upon satisfactory completion of the identified and corrected defects at the end of the defects and liability period.

The respective municipalities will be responsible for ensuring access to sites as well as ensuring all necessary permits for normal implementation and supervision / monitoring. Attention will be paid to obtaining beneficiary concurrence and acceptance for the quality of works and for each interim volume of works to be paid, so that cooperation is built and problems for the handover are avoided.

Upon the completion of works, the Testing & Commissioning contractor will be engaged to make the necessary verifications and assessments and complete its tasks in coordination with the beneficiaries.

For each completed intervention, a handover public event will be organized and disseminated in the media with proper recognition of the source of funds / the donor and the assistance framework. As part of the handover, a full technical package for each intervention will be provided to the respective municipalities.

***Activity 2.1 – Procurement of firefighting equipment***

In summary, the items to be procured consist in

* Three 4x4 fire extinguisher trucks to be donated to the municipalities of Lezha, Fier, and Pogradec
* Three USAR containers that will to be donated to the municipalities of Lezha, Fier, and Durres
* 156 PPEs for the firefighting staff of the municipalities of Kamza, Kavaja, Kruja, Kurbin, Shijak, Lezha, Fier, and Pogradec

The specifications and the standards for the equipment will be consulted with and endorsed by the General Directorate of FPRS. All tendering processes will be through open international competition and executed by UNDP Country Office.

***Activity 3.1 - Enhance firefighting response and urban search and rescue (USAR) capacities within the firefighting structures of the target municipalities***

The purposes of this activity are: to discuss with central and municipal stakeholders the critical areas for capacity building for the current municipal firefighters as well as for capacitating them to also play the role of light USAR teams, and to train and assess the firefighting staff on basic firefighting operations and for a light USAR certification as per courses identified.

The focus will be to standardize basic and specific knowledge on firefighting as well as introduce training modules in line with the International Search and Rescue Advisory Group (INSARAG) as “the operational capability to assist with surface search and rescue in the immediate aftermath of the disaster”.

While a precise list of courses will be finalized with the General Directorate of FPRS, according to the identified needs, an indicative list of potential modules could include many from the following:

* General principles of fire safety
* Fire development and propagation
* Types of fire
* Principles of Fire suppression.
* Hazardous material awareness and management
* Treatment of people injured in fires by first responders
* Mass casualty management
* Search techniques and considerations
* Stress management in disaster for emergency responders

But also, on:

* The use of equipment procured in the framework of this project, and
* First aid, including not only for firefighting but also for various natural, health and technological disasters.

|  |  |
| --- | --- |
| **Municipality** | **Firefighting personnel** |
| Kamza  | 14 |
| Kavaja | 17 |
| Kruja | 14 |
| Kurbin  | 14 |
| Shijak  | 14 |
| Tirana | 166 |
| Durres | 34 |
| Lezha | 33 |
| Fier | 33 |
| Pogradec | 17 |
| TOTAL | **356** |

It has to be noted that training of fire personnel is complicated due to shift work and sometimes understaffing of fire stations. Therefore, training arrangements should adapt to the availability of trainees and not otherwise.

The training will benefit a broader community of firefighters, intending to include also the municipal firefighters of the key affected municipalities by the November 2019 earthquake, that is Kamza, Kavaja, Kruja, Kurbin, Shijak, and Tirana, in addition to the four municipalities mentioned earlier, Durres, Lezha, Fier and Pogradec. Cumulatively, these municipalities have a firefighting human resource force of 356 people, as indicated.

The training capacity building will unfold along the following sequence:

1. Consultation and identification of training modules to be provided
2. Development of hard copies and electronic curricula
3. Approval of the curricula by the General Directorate of FPRS
4. Training delivery
5. Training evaluation, assessment of knowledge and certification

The following assumptions are made with regard to the trainings:

* Envisaged trainings will be of a duration of max 25 days for each trainee
* A max number of 25 trainee per training session
* Therefore, amounting to about 280 training days in total

The service provider for the delivery of the above will be selected through an open competition by UNDP. However, collaboration with the General Directorate of FPRS and senior firefighters as local stakeholders during the process of capacity needs assessment and curricula development is critical and will be mandatory for the Service Provider.

III.4 - Key Stakeholders

The Project will be implemented in close partnership with the municipalities of Lezha, Durres, Fier and Pogradec and the General Directorate of FPRS. The four benefitting municipalities will also be permanent members of the Project Board.

In accordance with the chain of command and the relevance to the overall sector of DRR, the Project will also partner with the Ministry of Interior and the National Agency for Civil Protection.

The Project team will also interact with the firefighting personnel in each of the target municipalities and make sure they are consulted during the design as well as the construction phases, based on the principle that effective communication is as a key success factor in DRR and community engagement offers viable alternatives for managing and reducing risks and ensuring sustainable development. Gender and environmental concerns and mainstreaming will be considered throughout the entire project cycle.

III.5 – Communication and Visibility

The project will develop and follow a structured Communication and Visibility Plan. The Plan will be guided by and respond to project partners’ branding policies and requirements, in full recognition of their support and contribution.

Through the Communication and Visibility Plan, the project intends to raise awareness on project activities, encourage further interaction with local stakeholders and civil society organizations, and disseminate the information.

The purpose of the Communication and Visibility Plan is to outline communication goals to ensure effective and efficient communication about the results and objectives of the Project to all target groups, including beneficiaries, partners, key national stakeholders as well as key international development partners. Donor requirements on visibility will also be followed if made available.

*Specific Communication objectives*

1. Increase the visibility of the progress and achievements made in relation to the focus areas of the Project.
2. Inform national stakeholders as well as the relevant international donor community of the progress and impact of the Project
3. Increase the visibility of the links of the Project to other projects implemented by partner development agencies,
4. Raise awareness and increase the visibility of the Sustainable Development Goals (SDGs) and the contribution of the project towards the SDGs.

*Target groups*

The Plan aims to reach the following groups:

* Targeted beneficiaries (LGUs, MOI)
* Relevant governmental agencies
* Relevant international development partners and/or networks
* National and international media
* UNDP staff in Albania and globally

Key visibility outputs are linked to “routine” project activities along the implementation, including:

* National or local level events to launch the project or its components
* Public events involving beneficiaries and main stakeholders
* Dissemination of results achieved in the framework of the implementation
* Establishing relations with media and utilization of social media to disseminate information on project results.

Different type of information will be generated throughout the project duration. Such information includes general information on the project to the project partners and beneficiaries, information to the general public through the activities in the field as well as specific information on specific activities.

All information generated during the program will include details of the project and the Donor, including Donor’s logo. This will apply to printed, electronic or audio-visual types of information. Stickers with the logo of the Donor and project title will be produced and affixed on all equipment that will be purchased by the project.

In the fast-paced information society, communication is getting more and more complex every day. As one of the most influential opinion makers in the country, the media (electronic, print, and online) is the prime channel by which the project will communicate its activities and success stories.

III.6 - Sustainability of results

The project is focused on supporting the existing firefighting teams with tools and technologies to effectively pursue their mandate in Civil Protection and DRR. The project interventions will increase the response capacities of these units.

Furthermore, the proposed interventions are not only priorities identified by the responsible central state institutions, but also common issues to be addressed at a local scale.

The Project will not create temporary or parallel institutional structures for the activities to be implemented. Instead, the project aim is to build capacities and improve systems in place, for an adequate prevention of and response to disasters. The proposed structured training program will raise individual professional capacities of local firefighter staff and thus enhance the institutional sustainability. The specialized firefighting teams within each municipality will take ownership of the outputs and will manage them with full competence.

The success of the project will also depend on a large degree on the willingness and capabilities of the LGUs and local teams to engage, learn and commit to change, through embarking on a path that requires commitment and learning will for results.

# Work Plan and Budget

IV.1 – Indicative implementation timeframe

|  |  |  |
| --- | --- | --- |
| **Output & Activities / Time (quarters)** | **YEAR 1** | **YEAR 2** |
| **Q1** | **Q2** | **Q3** | **Q4** | **Q5** | **Q6** | **Q7** | **Q8** |
| **Mobilization** |  |  |  |  |  |  |  |  |
| **Project Evaluation and Audit** |  |  |  |  |  |  |  |  |
| **Project Closure and Final Reporting** |  |  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |  |  |
| **OUTPUT 1: Construction of three fire stations in Lezha, Fier and Pogradec** |   |   |   |   |   |   |   |   |
| **Activity 1.1 – Technical design and finalization of BoQ**  |   |   |   |   |   |   |   |   |
| Civil Design |   |   |   |   |   |   |   |   |
| Tendering |   |   |   |   |   |   |   |   |
| **Activity 1.2 – Construction of selected fire station facilities** |   |   |   |   |   |   |   |   |
| Construction fire station building in Lezha |   |   |   |   |   |   |   |   |
| Construction fire station building in Fier |   |   |   |   |   |   |   |   |
| Construction fire station building in Pogradec |   |   |   |   |   |   |   |   |
| Works Supervision |   |   |   |   |   |   |   |   |
| Testing and Commission |   |   |   |   |   |   |   |   |
|   |   |   |   |   |   |   |   |   |
| **OUTPUT 2: Provision of firefighting equipment to municipal firefighting stations** |   |   |   |   |   |   |   |   |
| **Activity 2.1 – Procurement of firefighting equipment** |   |   |   |   |   |   |   |   |
| Container with rescue equipment |   |   |   |   |   |   |   |   |
| 4x4 fire extinguishers trucks |   |   |   |   |   |   |   |   |
| Firefighter PPEs |   |   |   |   |   |   |   |   |
|   |   |   |   |   |   |   |   |   |
| **OUTPUT 3: Enhance firefighting skills and capacities**  |   |   |   |   |   |   |   |   |
| **Activity 3.1 - Training on response and search and rescue**  |   |   |   |   |   |   |   |   |
| Development of training curricula |   |   |   |   |   |   |   |   |
| Training delivery |   |   |   |   |   |   |   |   |

**IV.2 – BUDGET**

| **Expected Output & Activities** | **Timeframe (quarters)** | **Planned Budget** |
| --- | --- | --- |
|  | **1** | **2** | **3** | **4** | **5** | **6** | **7** | **8** | **Description** | **Units** | **Unit Number** | **Unit Cost** | **Amount** |
| **OUTPUT 1: Construction of three fire stations** |  |  |  |  |  |   |   |   |   |   |   |   |   |
| **Activity 1.1 – Technical design and finalization of BoQ**  |  |  |  |  |  |   |   |   |   |   |   |   |   |
| Civil Design |  |  |  |  |  |   |   |   | Contract | piece | 1 |  34,000  | 34,000 |
| **Activity 1.2 – Construction of selected fire station facilities** |  |  |  |  |  |   |   |   |   |   |   |   |  |
| Construction fire station building in Lezha |  |  |  |  |  |   |   |   | Contract | piece | 1 |  300,000  | 300,000 |
| Construction fire station building in Fier |  |  |  |  |  |   |   |   | Contract | piece | 1 |  300,000  | 300,000 |
| Construction fire station building in Pogradec |  |  |  |  |  |   |   |   | Contract | piece | 1 |  250,000  | 250,000 |
| Works Supervision |  |  |  |  |  |   |   |   | Contract | piece | 1 |  34,000  | 34,000 |
| Testing and Commission |  |  |  |  |  |   |   |   | Contract | piece | 1 | 25,500 | 25,500 |
| **Total Output 1** |  |  |  |  |  |   |   |   |   |   |   |  | **943,500** |
| **OUTPUT 2: Provision of FF equipment to municipal stations** |  |  |  |  |  |   |   |   |   |   |   |  |  |
| **Activity 2.1 – Procurement of firefighting equipment** |  |  |  |  |  |   |   |   |   |   |   |  |  |
| Container with rescue equipment |  |  |  |  |  |   |   |   | Contract | piece | 3 | 200,000 | 600,000 |
| 4x4 fire extinguishers trucks |  |  |  |  |  |   |   |   | Contract | piece | 3 | 220,000 | 660,000 |
| Firefighter PPEs |  |  |  |  |  |   |   |   | Contract | piece | 156 | 1,300 | 202,800 |
| **Total Output 2** |   |   |   |   |   |   |   |   |   |   |   |  | **1,462,800** |
| **OUTPUT 3: Enhance firefighting skills and capacities**  |   |   |   |   |   |   |   |   |   |   |   |  |  |
| **Activity 3.1 - Training on response and search and rescue**  |   |   |   |   |   |   |   |   |   |   |   |  |  |
| Development of training curricula |   |   |   |   |   |   |   |   | Experts (3 x 60 days) | days | 180 | 300 | 54,000 |
| Training delivery |   |   |   |   |   |   |   |   | Training venue costs | days | 280 | 150 | 42,000 |
|  |  |  |  |  |  |   |   |   | Training experts | days | 280 | 250 | 70,000 |
|   |   |   |   |   |   |   |   |   | Travel and incidentals | days | 280 | 40 | 11,200 |
| **Total Output 3** |   |   |   |   |   |   |   |   |   |   |   |  | **177,200** |
| **Project Management and Operations** |  |  |  |  |  |   |   |   | Project Manager | month | 24 | 2,850 | 68,400 |
|  |  |  |  |  |  |   |   |   | Civil engineer | month | 18 | 2,400 | 43,200 |
|   |   |   |   |   |   |   |   |   | FF specialist | month | 12 | 2,700 | 32,400 |
|   |   |   |   |   |   |   |   |   | UNDP Direct Project Support-DPC | lump | 24 | 1,000 | 24,000 |
|   |   |   |   |   |   |   |   |   | Admin Assistant | month | 24 | 1,500 | 36,000 |
|   |   |   |   |   |   |   |   |   | Travel costs local | days | 120 | 70 | 8,400 |
|   |   |   |   |   |   |   |   |   | Per diems local | days | 250 | 45 | 11,250 |
|   |   |   |   |   |   |   |   |   | Office equipment (IT) | piece | 4 | 1,500 | 6,000 |
|   |   |   |   |   |   |   |   |   | Office furniture | lump | 1 | 6,000 | 6,000 |
|   |   |   |   |   |   |   |   |   | Office rent | month | 24 | 800 | 19,200 |
|   |   |   |   |   |   |   |   |   | Consumables - office supplies | month | 24 | 250 | 6,000 |
|   |   |   |   |   |   |   |   |   | Office utilities | month | 24 | 321 | 7,706 |
|  |  |  |  |  |  |   |   |   | Evaluation/Audit | lump | 1 | 8,000 | 8,000 |
|   |   |   |   |   |   |   |   |   | Translation, interpreters | lump | 1 | 10,000 | 10,000 |
|   |   |   |   |   |   |   |   |   | Financial services | month | 24 | 500 | 12,000 |
|  |  |  |  |  |  |   |   |   | Visibility actions | lump | 1 | 30,000 | 30,000 |
| **Total Project Management and Operations** |  |  |  |  |  |   |   |   |   |   |   |  | **328,556** |
| **Total Cost of Activities** |   |   |   |   |   |   |   |   |   |   |   |  | **2,912,056** |
| UNDP Management Fee 8% |   |   |   |   |   |   |   |   | Fee |   |   |  | 232,965 |
| **Total Project Cost** |   |   |   |   |   |   |   |   |  |  |  |  | **3,145,021** |
| UN RC Levy 1% |   |   |   |   |   |   |   |   | Fee |   |   |  | 31,450 |
| **Total Contribution** |   |   |   |   |   |   |   |   |   |   |   |  | **3,176,471** |

# Results Framework

|  |
| --- |
| **GoA - UN Programme of Cooperation for Sustainable Development (2017 – 2021) Outcome 4**. Government and non-government actors adopt and implement innovative, gender-sensitive national and local actions for environmental sustainability, climate change mitigation and adaptation, and disaster risk reduction |
| **GoA - UN Programme of Cooperation for Sustainable Development (2017 – 2021) Output 4.1**: Output 4.1 Scaled up action on DRR and climate change mitigation and adaptation across sectors |
| **Applicable Output (s) from UNDP Strategic Plan 2018-2021:** Signature solution 3: Enhance national prevention and recovery capacities for resilient societies. Strengthening national capacities for disaster risk reduction to reduce exposure of people, assets and livelihoods to hazards. |
| Project title and Atlas Project Number:XXXX |

| **EXPECTED OUTPUTS** | **ACTIVITIES** | **OUTPUT INDICATORS[[6]](#footnote-7)** | **DATA SOURCE** | **BASELINE** | **TARGETS****(by frequency of data collection)** | **DATA COLLECTION METHODS** |
| --- | --- | --- | --- | --- | --- | --- |
|  |  |  |  | **VALUE** | **YEAR** | **Year 1** | **Year 2** | **Final** |  |
| **OUTPUT 1: Construction of three fire stations in the municipalities of Lezha, Fier and Pogradec in accordance with sector and construction standards**  | Activity 1.1 – Conduct the reconstruction technical design and finalize BoQ for each individual intervention  | # Civil Design for firefighting facilities |  | 0 | 2020 | 3 |  | 3 | Project reportsPhysical designs |
|  | Activity 1.2 – Conduct the reconstruction and refurbishment of selected fire station facilities | # of constructed municipal fire station buildings  |  | 0 | 2020 | 1 | 2 | 3 | Project reportsPhysical buildingsHandover documents |
| **OUTPUT 2: Provision of firefighting equipment to municipal firefighting stations** | Activity 2.1 – Procurement of firefighting equipment | # of procured containers4x4 fire trucksFirefighter PPEs |  | 000 | 202020202020 | 330 | 00156 | 33156 | Project reportsPhysical equipmentHandover documents |
| **OUTPUT 3: Enhance firefighting response and search and rescue skills and capacities**  | Activity 3.1 - Enhance firefighting response and urban search and rescue (USAR) capacities within the firefighting structures of the target municipalities | # of training curricula developed# of trainings delivered# of participants in trainings# of participants certified out of total number |  | 0000 | 2020202020202020 | At least 5At least 10At least 90%At least 75% | 0At least 4At least 90%At least 75% | At least 5At least 14At least 90%At least 75% | Project reportsLists of participationRecords on certified participants |

# Governance and Management Arrangements

VI.1 – Project management structure

The Project will be implemented under the framework of UNDP Albania Country Program 2017-2021, applying the Direct Implementation Modality (DIM).

At the highest management level, the Project will be overseen by a Project Board, as the central coordinating body for the implementation. The Project Board consists of three inter-related parties: Beneficiary, Supplier, and Executive.

Beneficiary – the group of individuals representing the interests of those who ultimately benefit from the project.  The Beneficiary’s primary function within the Project Board is to ensure the realization of project results from the perspective of the ultimate beneficiaries - the Albanian local governments and central government.

Supplier – the group of individuals representing the interests of the parties which provide funding and technical expertise to the project. Supplier, in this case, is the Project Donor who financially contributes to the project budget.

Executive – the group of individuals responsible for the project compliance that is UNDP Albania. UNDP Albania will be responsible for the provision of project inputs, which will be provided according to UNDP rules and procedures, and in compliance with Project defined activities. UNDP will carry out the following functions as the Executive:

* Ensure that all activities are carried out in accordance with UNDP rules, regulations and procedures
* Provide technical support to the project activities including best practices and knowledge available to UNDP regionally or globally
* Provide operational and administrative support services to ensure efficient business processes, including establishing project assurance and project support mechanisms
* Assume responsibility for implementation oversight, financial management, reporting, and evaluation.

In line with the above UNDP standard management arrangement, the specific composition of the Project Board will consist of:

1. XXX (co-Chair)
2. UNDP Resident Representative (co-Chair)
3. Ministry of Interior representative
4. Ministry of Defense representative
5. Donor representative
6. General Directorate of FPRS representative
7. National Agency for Civil Protection (NACP) representative
8. Representatives of the municipalities Lezha, Fier, Pogradec, Durres and Tirana (permanent)
9. Representatives of the municipalities Kamez, Kavaja, Kruja, Kurbin and Shijak (two on rotational basis)
10. Other key stakeholders as deemed necessary and agreed by the Project Board

The role of the Project Board will be to guide and monitor the progress of implementation and be responsible for making by consensus management decisions for the Project when guidance is required. The Project Board will meet periodically, at least every six months or as often as necessary upon the request of one of its members. The role and responsibilities of the Project Board are the following:

* Provide overall guidance and direction to the project, ensuring it remains within any specified constraints.
* Address project issues as raised by the Project Manager.
* Guide on new project risks and agree on possible countermeasures and management actions to address specific risks.
* Review the project progress and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans.
* Review the combined delivery reports before certification by the implementing partner.
* Appraise the project annual review report, make recommendations for the next annual work plan, and inform the outcome group about the results of the review.
* Provide ad-hoc direction and advice for exception situations when the project manager’s tolerances are exceeded.
* Assess and decide to proceed on project changes through appropriate revisions.

For the day to day management and implementation of project activities, UNDP will establish a Project Management Team (PMT), which is accountable to UNDP for sound management of the project as well as effective delivery of project activities. The PMT will also play the secretarial role for the Project Board. Specific and dedicated expertise will be sought for specific activities and linked to defined deliverables.

The project will be directly supervised and supported by the UNDP Albania Governance and Rule of Law Programme Specialist in the role of Project Assurance. UNDP Country Office will also ensure the provision of standard project implementation support services, including human resource, procurement, and logistics.

A detailed description of the latter functions within the project implementation structure is given below:

Project Manager:

* Guides and coordinates the daily work and reports to UNDP
* Plans the activities of the project and monitors progress against the approved work-plan.
* Mobilizes personnel, goods and services, and training to initiative activities, including drafting terms of reference and work specifications and overseeing all contractors’ work.
* Monitors events as determined in the project monitoring schedule plan and updates the plan as required.
* Manages requests for the provision of financial resources by UNDP.
* Monitors financial resources and accounting to ensure accuracy and reliability of financial reports.
* Is responsible for preparing and submitting financial reports to UNDP every quarter.
* Manages and monitors the project risks initially identified and submits new risks to the Project Board for consideration and decision on possible actions if required; updates the status of these risks by maintaining a project risk log.
* Captures lessons learned during project implementation
* Performs regular progress reporting to the Project Board as agreed.
* Prepares the annual work plan for the following year, as well as quarterly plans if required.
* Updates the Atlas Project Management module as per the implementation progress.

Project Management Team:

* Coordinates and monitors the implementation of various components of the project and the performance of the various TA contracts
* Coordinates inputs and necessary support of all concerned institutions for the most efficient and prompt results.
* Assesses the need for additional expertise required and formulate those needs for their engagement
* Assists in drafting necessary conceptual documents and disseminating them to the institutions concerned.
* Coordinates and guide the work of the regional coordinators
* Coordinates with national counterparts/beneficiaries and seeks support for troubleshooting implementation issues
* Provides expert support to the national counterparts/beneficiaries
* Ensures PR and awareness on the activities and their progress reaches the appropriate audiences and builds support and cooperation
* Assumes the role of technical secretariat for the Project Board

UNDP Project Support:

* Set up and maintain project files.
* Collects project related information data.
* Assists the Project Manager in updating project plans.
* Administers Project Board meetings.
* Administer project revision control.
* Establishes document control procedures.
* Compiles, copy and distribute all project reports.
* Provides financial management under the responsibility of the Project Manager.
* Provides support in the use of Atlas for monitoring and reporting.

UNDP Project Assurance:

* Ensures that funds are made available to the project.
* Ensures the project is making progress towards intended outputs.
* Performs regular monitoring activities, such as periodic monitoring visits and “spot checks”.
* Ensures that resources entrusted to UNDP are utilized appropriately.
* Ensures that critical project information is monitored and updated in UNDP’s Atlas system.
* Ensures that financial reports are submitted to UNDP on time and that combined delivery reports are duly signed.
* Ensures that risks are adequately managed and that the risk log in Atlas is regularly updated

**Project Organization Structure**

**Project Assurance**

**UNDP**

**Project Support**

**Project Manager**

**Senior Supplier**

**Government of Poland**

**Executive**

**UNDP**

**Project Board (Governance Mechanism)**

**Project Organization Structure**

**Senior Beneficiary**

**GoA & Local Governments**

**Project**

**Management Team**

VI.2 - Financial Reporting and Budget Controls

The UNDP will avail of several tools to monitor national execution finances by UNDP. The Combined Delivery Report (CDR) is the only accepted formal financial reporting tool, which is signed by UNDP. The Project Budget Balance Report and the Project Transaction Detail report are generated unilaterally by UNDP for monitoring and budget control purposes and do not constitute official financial statements.

UNDP will prepare a [**Combined Delivery Report**](http://content.undp.org/go/userguide/finance/fin-mgmt-exec-mod/natl-excut-nex-fin-ngo-execut-fin/cmbd-dliver-rprt/?lang=en#top) **(CDR)** at the end of each quarter and at the end of the year. The Combined Delivery Report is a mandatory official report which reflects the expenses and funds utilized on a project. The report presents two pages, expense and funds utilization. The expense page reflects the total expenses (recorded in Atlas) of the project during a period.  The Funds Utilization page reflects undepreciated assets, prepayments, inventory, and outstanding commitments made by UNDP as direct support to the project. The final Combined Delivery Report at the end of each quarter or the year must be signed by UNDP to confirm the validity of the expenses incurred on behalf of the project for the reporting period. The Combined Delivery Report is presented to the donors through the Country Office in Tirana as well as through annual donor reports produced globally for each UNDP donor.

The **Project Budget Balance** report will be used to monitor and manage budgetary availability for the Project.  It shows budget balances and budget utilization rate of the project. This report will be made available in summary level (project, output, activity, responsible party) and detail level (project, output, activity, responsible party, budgetary department, fund, donor, account). This report is a UNDP report for monitoring the financial movements of all projects and does not constitute a financial statement.

The **Project Transaction Detail** report provides the lowest level of transactional details supporting commitments, expense, and full cost of asset amounts shown on the project budget balance report.  The report shows transactions at the project/output/activity/Chart of Accounts level, including voucher/purchase order IDs, vendor ID and name, and line descriptions. This report is a UNDP report for monitoring the financial movements of all projects and does not constitute a financial statement.

# 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 a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management.
* 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, 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.
* 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
* In addition to the above standard monitoring framework, a close communication will be established between UNDP and General Directorate of FPRS with respect to the day-to-day implementation of activities and information on the project’s progress will regularly be shared and when needed with the project stakeholders.

Annually

* Annual Review Report. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board. As a minimum requirement, the Annual Review Report shall consist of the Atlas standard format covering the whole year with updated information for each above element as well as a summary of results achieved against pre-defined annual targets at the output level.
* In accordance with standard UNDP procedures, an internationally recognized auditing firm will carry out annual auditing of the project. The purpose of the audit is to certify that disbursements were made in accordance with the activities specified in the project document; disbursements are supported by adequate documentation; financial reports are fairly and accurately presented; appropriate management structure, internal controls, and record keeping is maintained. At the end of the project, an evaluation will be conducted to assess the impact of the project.

# Legal Context

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Albania and UNDP, signed on 17 June 1991. All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

Consistent with the Article III of the Standard Basic Assistance Agreement (SBAA), 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. To this end, the Implementing Partner shall:

1. put in place an appropriate security plan and maintain the security plan, considering the security situation in the country where the project is being carried.
2. 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 the Implementing Partner’s obligations under this Project Document.

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/sc/committees/1267/aq_sanctions_list.shtml>.

This provision must be included in all sub-contracts or sub-agreements entered into under/further to this Project Document”.

# Risk Management

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the project funds 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/sc/committees/1267/aq_sanctions_list.shtml>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
6. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
	1. Consistent with the Article III of the SBAA *[or the Supplemental Provisions to the Project Document]*, the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP’s property in such responsible party’s, subcontractor’s and sub-recipient’s custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
		1. 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;
		2. assume all risks and liabilities related to such responsible party’s, subcontractor’s and sub-recipient’s security, and the full implementation of the security plan.
	2. 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 the responsible party’s, subcontractor’s and sub-recipient’s obligations under this Project Document.
	3. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
	4. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a)UNDP Policy on Fraud and other Corrupt Practices and (b)UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
	5. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants’, subcontractors’ and sub-recipients’) premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
	6. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP’s Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

* 1. UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party’s, subcontractor’s or sub-recipient’s obligations under this Project Document.
	2. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
	3. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
	4. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled “Risk Management” are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled “Risk Management Standard Clauses” are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

# Annex 1: Risks and Mitigation Measures

| **#** | **Description** | **Date Identified** | **Type** | **Impact &****Probability** **(scale 1 min. - 5 max.)** | **Countermeasures / Management response** | **Owner** | **Submitted, updated by** | **Last Update** | **Status** |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| 1 | Lack of ownership and support from GoA. | Design phase | StrategicOrganizational  | P=3I=3 | GoA commitment is crucial for the success of the Project. Priorities have been identified in close collaboration with the General Directorate of FPRS. Local governments are very keen to improve this delegated service. Also, UNDP has already started work in identifying capacity needs and gaps through a multi-stakeholder involvement approach aiming to formalize a National DRR Platform. All these instruments, the dialogue among Project board stakeholders and a closer collaboration with individual local governments will be the main pressure instruments for addressing potential issues in this regard.  |  |  | August 2020 |  |
| 2 | Delays or obstacles in reimbursing VAT for the procured equipment in the framework of the project. | Design phase | Financial | P=4I=3 | UNDP will communicate the VAT requirements at the outset of the project start. VAT planning and reimbursement is a pre-condition for the provision of equipment. With the assumption that these amounts are not affordable for most or all municipalities, VAT should be reimbursed centrally from the Government of Albania  |  |  | August 2020 |  |
| 3 | Lack of cooperation between different levels of government (local level-entities-state level) | Design phase | Political | I = 3P = 3 | Fully representative Project Board with key stakeholders from different levels. Continuous sharing of information and coordinating responses with UNDP facilitating the dialogue.  |  |  | August 2020 |  |
| 4 | Natural Disaster of medium to large scale | Design phase | Environmental Health | P=3; I=4P=3; I=4 | Project will work on enhancing disaster preparedness for response mechanisms. Potential need for deviation from the original plan for the project implementation due to possible transfer of attention (human and financial resources) to the emergency response and early recovery efforts will be subject to Project Board deliberations. |  |  | August 2020 |  |
| 5 | Slower project progress due structural changes or unavailability of counterpart bodies/staff in line ministries / municipalities especially during/after general elections | Design phase | Political | I=4P=3 | The project, through its components will work on knowledge management and ensuring the establishment of systematic institutional memory of the Project at the short, medium and long term, so that the new government staff can continue building on this information. |  |  | August 2020 |  |
| 6 | Operational limitations resulting in a delay in project implementation  | Design phase | Operational | P=2I=2 | Ensure timely and quality planning for all project activities, including plans for procurement of services and goods. Convene Project Board to notify of possible implications on timely implementation, discuss reasons and find ways to overcome obstacles. |  |  | August 2020 |  |
| 7 | Ambitious timetable for a reaching all the project goals  | Design phase | Operational | P=2I=2 | Project goals are ambitious. Reaching these ambitious goals will only be possible if a clear road map will be defined in due time with all stakeholders supported by UNDP expertise and insight |  |  | August 2020 |  |
| 8 | No finances are available for proper operation and maintenance of the provided equipment  | Design phase | Financial  | P = 3I = 4 | The project will assess the institutional arrangements and capacity for the operation and maintenance of the equipment as well as provide capacity building for the operation and maintenance of the provided equipment. The project will also review existing financing, identify resourcing, and training needs as well as institutional arrangements for the management of the proposed new equipment, and develop and implement O&M financing mechanisms. |  |  | August 2020 |  |

1. EM-DAT. The Emergency Events Database, Université Catholique de Louvain (UCL) - CRED, D. Guha-Sapir, www.emdat.be, Brussels, Belgium [↑](#footnote-ref-2)
2. How to manage the fiscal costs of disasters (IMF, 2018) [↑](#footnote-ref-3)
3. Albania PDNA - Volume A, 2020 [↑](#footnote-ref-4)
4. As per the Population Census 2011 [↑](#footnote-ref-5)
5. The USAR container is a self-contained unit comprising all the equipment needed to locate and safely extricate injured persons from a collapsed structure [↑](#footnote-ref-6)
6. The output indicators will be revised/refined during the inception phase of the project [↑](#footnote-ref-7)