

National Capacity Development for Disaster Risk Management

Summary

The transformation of the disaster risk reduction capacity in Serbia is one of the most challenging areas for reform. At the same time, the Government of Serbia has expressed a strong commitment to improving its disaster preparedness and response capabilities as well as an ambition to be a sub-regional leader in the Western Balkans. The disaster management system is being comprehensively rebuilt and Serbian authorities need support in order to ensure that the new structures and systems are set-up and operationalized in an efficient manner. The Law on Emergency Situations, adopted in December 2009, initiated a re-organization of the DRR framework in Serbia. Among the key changes is the designation of the Ministry of Interior (Mol), and in particular of its Sector for Emergency Management (SEM), as the coordinating body for DRR.

The overall aim of this project is to support efforts of the Serbian Government to strengthen the disaster risk reduction and recovery system. The NDRA would provide technical support and policy advice to the Sector for Emergency Management in developing institutional, legislative and policy frameworks for disaster risk reduction and recovery. The NDRA would be expected to lead the development of a new One UN Joint Programme including the development of a programme document and the provision of support in resource mobilization. The NDRA will be expected to build upon the work of the South East European Regional Disaster Risk Reduction Project, jointly implemented by the UNDP and WMO. The particular activities with the project will be based on the results of this project. The needs and experiences of women will be taken into consideration in the development of the National Strategy and legal framework.

The project will contribute to the following results:

- Institutional framework strengthened through the adoption of necessary legislative and policy documents;
- Inter-institutional coordination improved through the establishment and operationalization of a National Platform; and
- New programme in DRR developed and resources mobilized in coordination with sister agencies.

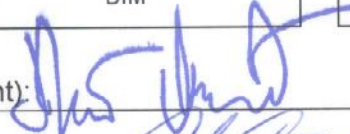
**United Nations Development Programme
Country: Serbia
Project Document**


Project Title: Strengthening the disaster risk reduction and recovery (DRR) system in Serbia
UNDAF Outcome(s): Outcome 3: Increased Regional Stability and Cooperation
Expected CP Outcome(s): National institutions cooperate and coordinate regionally to prevent and respond to crisis and disaster
Expected Output(s): 1. Institutional and legal framework for disaster risk reduction strengthened
 2. New One UN – Joint Programme developed and UNCT DRR capacity strengthened
Executing Entity: UNDP/SEESAC
Implementing Agency: UNDP/SEESAC

Brief Description

The aim of this project is to support the strengthening of the DRR framework in Serbia through the provision of technical and policy advice. The National Disaster Risk Advisor would support the process of development of key strategic, policy and legal documents. At the same time, the NDRA would work on strengthening the UN Country Team capacity to assist the government of Serbia in improving the national disaster and climate risk framework.

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 30%;">Programme Period:</td> <td>2010-2012</td> </tr> <tr> <td>Key Result Area (Strategic Plan)</td> <td>_____</td> </tr> <tr> <td>Atlas Award ID:</td> <td>_____</td> </tr> <tr> <td>Start date:</td> <td>01/09/2010</td> </tr> <tr> <td>End Date</td> <td>31/08/2012</td> </tr> <tr> <td>PAC Meeting Date</td> <td>25/08/2010</td> </tr> <tr> <td>Management Arrangements</td> <td>DIM</td> </tr> </table>	Programme Period:	2010-2012	Key Result Area (Strategic Plan)	_____	Atlas Award ID:	_____	Start date:	01/09/2010	End Date	31/08/2012	PAC Meeting Date	25/08/2010	Management Arrangements	DIM	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 30%;">Total resources required</td> <td>US\$600,000</td> </tr> <tr> <td>Total allocated resources:</td> <td>US\$315,000</td> </tr> <tr> <td>• Regular</td> <td>_____</td> </tr> <tr> <td>• Other:</td> <td></td> </tr> <tr> <td> ○ UNDP BCPR</td> <td>US\$300,000</td> </tr> <tr> <td> ○ Trac</td> <td>US\$15,000</td> </tr> <tr> <td>Unfunded budget:</td> <td>US\$ 285,000</td> </tr> </table>	Total resources required	US\$600,000	Total allocated resources:	US\$315,000	• Regular	_____	• Other:		○ UNDP BCPR	US\$300,000	○ Trac	US\$15,000	Unfunded budget:	US\$ 285,000
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Agreed by (Government):  ASSISTANT MINISTER OF INTERIOR

Agreed by (UNDP):  18/12/10

1. Situation Analysis

The transformation of the disaster risk reduction and recovery capacity in Serbia is one of the most challenging areas for reform. The legal framework needs to be further streamlined and modernized to reflect new approaches to disaster risk reduction and management, including increased focus on prevention, risk management and adaptation. At the same time, the Government of Serbia has expressed a strong commitment to improving its disaster preparedness, response and recovery capabilities as well as an ambition to be a sub-regional leader in the Western Balkans.

In the past, the lack of an overarching legal framework, together with the lack of national strategy on disaster risk reduction, has led to poor levels of planning and coordination. According to the Ministry of Interior, each Ministry made its own plans and projects in the area of disaster risk reduction. Response coordination remained poor at all levels, while prevention was largely ignored. Serbia is behind on its commitments in implementing the Hyogo Framework for Action. In most core areas and based on the indicators, Serbia's self-assessment indicates a score of 3 (*Institutional commitment attained, but achievements are neither comprehensive nor substantial*) and in some the score is as low as 2 (*some progress, but without systematic policy and/or institutional commitment*). The realization there was a dire need to improve the coordination of planning, prevention and response led, on 28 December 2009, to the adoption, after several unsuccessful attempts of the Law on Emergency Situations. Among the key changes is the designation of the Ministry of Interior (Moi), and in particular of its Sector for Emergency Management (SEM), as the coordinating body for DRR. In order to strengthen the SEM, the law envisages the incorporation of the Ministry of Defence Sector for Civil Defence as well as some personnel from the Ministry for Environmental Protection into the SEM in order to strengthen its coordination capabilities and increase its manpower, while clearly sending the signal that coordination of disaster risk reduction and emergency response and recovery is now a Moi responsibility. In particular, the designation of the Sector for Emergency Management (SEM) of the Ministry of Interior as the coordinating body will go a long way towards clarifying the lines of command and responsibility in terms of disaster management.

The passage of the new law is an important step forward in the improvement of the disaster risk reduction and disaster management system in Serbia. It provides an overarching framework and regulates actions taken in and declaration and management of emergency situations as well as the system of protection and rescue of people, material and cultural goods and the environment from the effect of disasters, both man-made and natural. The law brings much need clarity in the definition of the competencies of state authorities, autonomous regions, local government units and the participation of security forces (both military and police) in rescue activities and outlines the rights and responsibilities of individuals, commercial and other legal entities and entrepreneurs with regards to emergency situations. Finally, the law sets out the arrangement and operation of the civil protection in protecting, rescuing and alleviating the consequences of disasters and other accidents, including provisions on financing, oversight, international cooperation and other matters of concern related to the operation of the protection and rescue system.

UNDP Serbia is currently implementing the national component of the EU-funded joint UNDP WMO Regional Disaster Risk Reduction Project in Southeast Europe. One of the outputs of this project will be a national needs assessment which will feed into a regional needs assessment, that includes the country analysis, analysis of disaster risk management legislation, capacity assessment of disaster risk management mechanisms and approaches and recommendations. The needs assessment, which will be

endorsed by the national authorities following a National Policy Dialogue event will form the basis for the development of future activities in the sphere of disaster risk reduction and recovery.

UNDP Serbia initiated a series of discussions with bilateral and multilateral donors active in Serbia in the field of DRR with the aim of better coordinating activities aimed at strengthening the national disaster risk reduction, response and recovery system. Of particular importance are the USAID funded project strengthening DRR at the municipal level through the training and certification of local authorities, as well as the bilateral assistance of the Russian Federation, France, Denmark and Italy. The project will build upon the ongoing work and seek further concrete synergies with all bilateral and multilateral donors.

2. Strategy

The overall aim of this project is to support efforts of the Serbian Government to strengthen the disaster risk reduction and recovery system. Taking into consideration the above mentioned developments, the current situation presents an almost unique opportunity for the UNDP together with other UN agencies to support Serbian authorities in their efforts to strengthen disaster risk reduction, response and recovery. The disaster management system is being comprehensively re-built and Serbia authorities need support in order to ensure that the new structures and systems are set-up and operationalized in an efficient manner. In the immediate future, the SEM has to draft the National Strategy for Emergency Management and Civil Protection, an Action Plan for the implementation of the strategy, as well as some 40 by-laws and other pieces of subsidiary legislation necessary for the completion of the DRM framework in Serbia.

The NDRA would provide technical support and policy advice to the Sector for Emergency Management in developing institutional, legislative and policy frameworks for disaster risk reduction. In particular, the NDRA would support the process of: drafting and adoption of the National Strategy for Protection and Rescue in Emergency Situations; the drafting of subsidiary legislation and accompanying policy documents; establishment of a National Platform as envisaged by the Hyogo Framework for Action. The National Platform is seen as a priority by the SEM and the Ministry of Interior in Serbia and the NDRA will play a key role in providing the technical advice for its establishment and long-term functioning.

The NDRA would be expected to lead the development of a new One UN Joint Programme including the development of a programme document and the provision of support in resource mobilization.

The NDRA will be expected to build upon the work of the South East European Regional Disaster Risk Reduction Project, jointly implemented by the UNDP and WMO. The particular activities will be based on the results of this project and in particular on the needs assessment and regional strategy for DRR.

The NDRA will pay particular attention to the promotion of gender equality in disaster risk reduction, response and recovery by ensuring that the needs and experiences of women will be taken into consideration in the development of the National Strategy and legal framework. This will be supported by an in-depth analysis of gender issues in DRR in Serbia which will build on the findings of the national needs assessment mentioned above.

The project will contribute to the following results:

- Institutional framework strengthened through the adoption of necessary legislative and policy documents;

- Inter-institutional coordination improved through the establishment and operationalization of a National Platform; and
- New programme in DRR and recovery developed and resources mobilized in coordination with sister agencies.

Through the provision of the above mentioned advisory and technical support the following output targets are envisaged to be achieved through this project:

- Drafting and finalization for adaption of the National Strategy for Protection and Rescue in Emergency Situations;
- Establishment of a National Platform and the operationalization of the mechanism;
- Development of a joint programme document with other UN Agencies.

Specifically, the NDRA will perform the following tasks (see also the attached Terms of Reference):

Programme Development

- **Analyse the socio-economic environment, disaster-risk and institutional context to provide advisory services in the field of disaster reduction**, identifying catalytic areas where disaster risk reduction can be integrated and add value to other, ongoing or planned UNDP support interventions.
- **Coordinate UNDP disaster reduction efforts with the other ISDR system partners** – government agencies, UN agencies, the World Bank, national and international NGOs, academic and technical institutions -- at the country level. Where suitable (such as in One-UN Pilot Countries), serve as a resource for the ISDR system in ensuring that the national government receives a coherent package of support from the System.
- **Identify specific needs and demands of the country in different technical areas** – risk identification, urban risk management, pre-disaster recovery planning – and help build partnerships at the national, regional or global levels to meet those needs. Where possible, serve as a broker in harnessing regional and global support through BCPR to respond to such needs.
- **Identify and follow up on potential opportunities for resource mobilization in support of disaster risk reduction and recovery programmes.** This may include support from bilateral development partners, the international financial institutions, as well as cost-sharing with the host government. As needed, advise the Country Office on preparation of project proposals for submission to BCPR Project Appraisal Committee (BPAC) for resource allocation.

Policy

- **Advocate, promote awareness and understanding** of the links and mutually supportive goals and objectives of disaster reduction, post-crisis recovery, sustainable development and the achievement of the Millennium Development Goals.
- As appropriate, on behalf of UNDP/ UN system **provide policy level advice to the host government** in development of institutional, legislative and policy frameworks for disaster risk reduction.

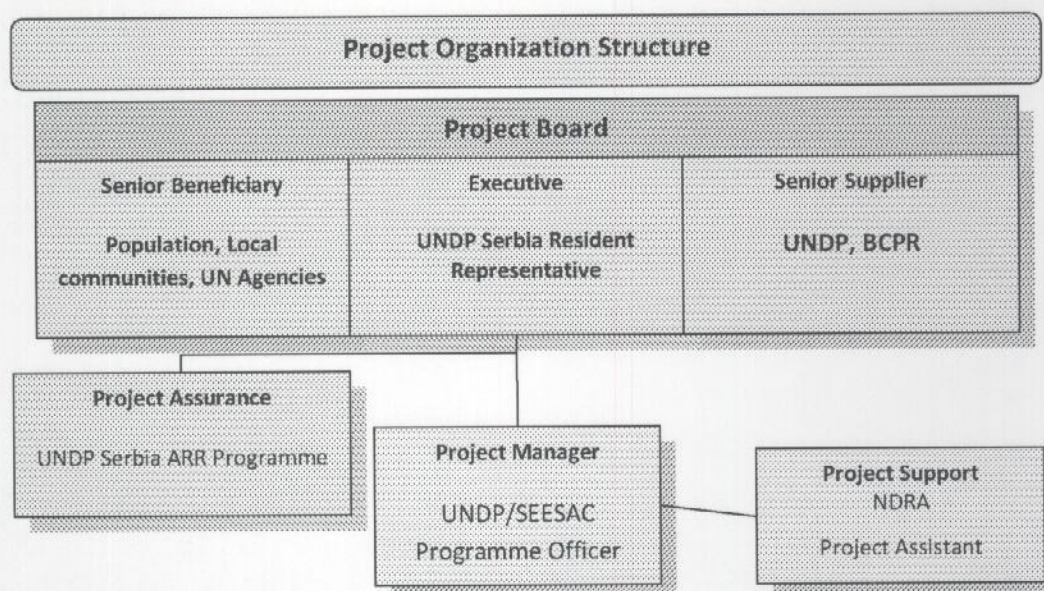
3. Results and Resources Framework

<p>Intended Outcome as stated in the Country Programme Results and Resource Framework: <i>National Disaster Risk Reduction Framework Strengthened</i></p>			
<p>Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets: National and regional cooperation agreements to exchange information and experience</p>			
<p>Applicable Key Result Area (from 2008-11 Strategic Plan):</p>			
<p>Partnership Strategy: The project will be undertaken in cooperation with the Ministry of Interior, Sector for Emergency Management and in coordination with the UNCT</p>			
<p>Project title and ID (ATLAS Award ID):</p>			
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES
<p>Output 1 Institutional and legal framework for disaster risk reduction strengthened</p> <p>Baseline: Lack of National Strategy and weak legal framework</p> <p>Indicators: 1. National Strategy prepared for final adoption 2. Subsidiary legislation, policies and procedures prepared for final adoption; 3. National Platform established.</p>	<p>Targets (year 1) - Study on gender and DRR in Serbia conducted - National Strategy drafted and procedure for adoption by Parliament finalized - Subsidiary legislation and policy procedures drafted and finalized for adoption - National Platform concept developed</p> <p>Targets (year 2) - National platform established and operationalized - Action plan for the implementation of the National Strategy developed.</p>	<p>1 Activity Result: National Strategy drafted</p> <ul style="list-style-type: none"> ▪ Assessment of gender aspects in DRR in Serbia conducted with the results incorporated into policy support activities ▪ Technical and policy advice provision ▪ Organization of consultation meetings with all relevant stakeholders ▪ Support for a national policy dialogue on draft strategy <p>2 Activity Result: National Platform established</p> <ul style="list-style-type: none"> ▪ Development of a concept for a National Platform and advocacy for its adoption. ▪ Support for a consultation process on coordination mechanism for DRR ▪ Technical support to the National Platform <p>3 Activity Result: Integration of disaster and climate risk reduction into national and local development strategies, policies and plans advocated for.</p> <ul style="list-style-type: none"> ▪ Advocacy activities developed 	<p>Year 1: US\$ 270,000</p> <p>Year 2: US\$ 270,000</p>

<p>Output 2 New One UN – Joint Programme developed and UNCT DRR capacity strengthened. Baseline: No national DRR projects in Serbia Indicators: 1. Programme/project document drafted in coordination with UNCT 2. Resource mobilization initiated 3. UNCT DMT established and plans developed.</p>	<p>Targets (year 1) - UNCT DRR capacity strengthened - Project document drafted - UNDMT established and annual workshop organized Targets (year 2) - UNCT contingency plan is in place - Contingency planning of UN partners strengthened - Post Disaster Needs Assessment and Early Recovery capacities enhanced</p>	<p>1 Activity Result: Strengthening the capacity of the UNCT to support the government of Serbia in the event of a disaster</p> <ul style="list-style-type: none"> ▪ Inter-agency disaster preparedness and recovery contingency planning group established ▪ Maintain regular contact with UNCT, national counterparts, bilateral and multilateral donors. ▪ NDRA supports UNCT team and UN Disaster Management Team in further streamlining the work of the Inter-agency disaster preparedness and recovery contingency planning group and provides advisory functions to DRR and CRM projects of the UNCT ▪ Annual workshop for UNDMT membership ▪ Creation of disaster preparedness and recovery Contingency Planning Focal Points Group ▪ Development of all-hazard, multi-phase disaster preparedness and recovery contingency plan (draft), with consideration of gender <p>2 Activity Result: Programme/Project Doc. Developed and submitted to donors</p> <ul style="list-style-type: none"> ▪ Draft project document developed and agreed ▪ Resource mobilization initiated through contacts with potential donors. 	<p>UNDP</p>	<p>Year 1 Activities: US\$ 30,000 Year 2 Activities: US\$ 30,000</p>
<p>Total</p>				<p>US\$ 600,000</p>

4. Management Arrangements

The project would be undertaken in cooperation with the Sector for Emergency Management, Ministry of Interior of Serbia. The Advisor, under the direct supervision of the Programme Officer, would also be expected to keep regular contact with other UN agencies operating in Serbia, as well as the relevant national and international institutions and bilateral partners. The NDRA would be expected to assist the UNCT in general and the UN Disaster Management Team in particular.



5. 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.
- 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, 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.

6. Legal Context

This project document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of (country) and UNDP, signed on (date). Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency.

The executing agency 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 executing agency'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 executing agency 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.

ANNEX

<LINK to available tools>

- National Disaster Reduction Adviser- Terms of Reference
- Results and Resources Framework- Template

- Toolbox/Programming Manual (to be determined)
- Sample DRR Project Document Template

- Corporate UNDP/ Links to POPP (Project Management section)
- UN/ISDR, 2008: Indicators of Progress: Guidance on Measuring the Reduction of Disaster Risks and the Implementation of the Hyogo Framework for Action