



INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

REPUBLIC OF SERBIA

EU FOR CIVIL PROTECTION AND DISASTER
RESILIENCE STRENGTHENING

Action Summary

The Action will contribute to management in emergency, civil protection and disaster risk resilience in Serbia in line with EU standards and practice. It will have a significant impact on the improvement of capacities at central level for preparedness and response in case of incidents and disasters through upgrading early warning, risk assessment, health system and introduction of Climate Smart Agriculture. Additionally, it will improve the civil protection system on local level through trainings and procured specialised equipment and increase management capacity of the relevant institutions at national and local level in the field of Disaster Risk Resilience. Finally, it will strengthen infrastructure for Sector for Emergency Management in the City of Belgrade and Education Centre in the City of Kraljevo.

THIS SECTION SHOULD BE FILLED IN BY THE EU DELEGATION/EU OFFICE

Action Identification	
Action Programme Title	Annual Action Programme for the Republic of Serbia for 2019
Action Title	EU for civil protection and disaster resilience strengthening
Action ID	IPA 2019//Serbia/EU for Civil Protection
Sector Information	
IPA II Sector	Rule of Law and Fundamental Rights
DAC Sector	43060
Budget	
Total cost	EUR 10,000,000
EU contribution	EUR 10,000,000
Budget line(s)	22.02.01.01.
Management and Implementation	
Management mode	Indirect management through International Organisations
National authority or other entrusted entity	For Result 1: UNDP For Result 2: UNDP For Result 3: UN FAO
Implementation responsibilities	For Result 1: Ministry in charge of interior and Ministry in charge of health For Result 2: Public Investment Management Office For Result 3: Ministry in charge of agriculture
Location	
Zone benefiting from the action	Republic of Serbia
Specific implementation area(s)	Result 1: City of Belgrade, City of Niš, City of Novi Sad, and City of Kragujevac Result 2: City of Kraljevo and local self-governments that are associated in the river basin cooperation Result 3: City of Belgrade and selected local self-governments
Timeline	
Final date for concluding Financing Agreement(s) with IPA II beneficiary	At the latest by 31 December 2020
Final date for concluding delegation agreements under indirect management, procurement and grant contracts	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 114(2) of the Financial Regulation
Indicative operational implementation period	6 years following the conclusion of the Financing Agreement

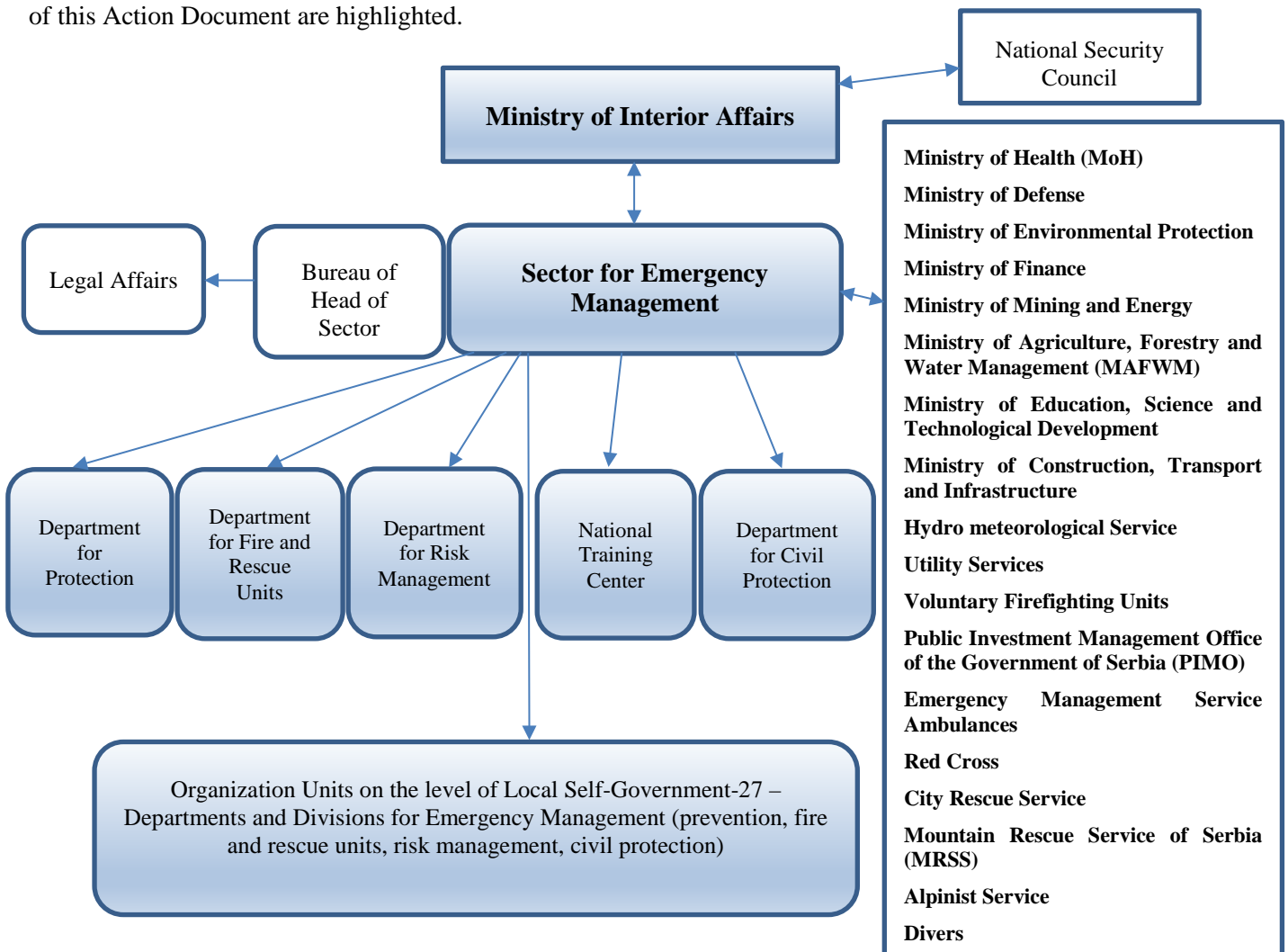
Final date for implementing the Financing Agreement (date by which this programme should be de-committed and closed)	12 years following the conclusion of the Financing Agreement		
Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input type="checkbox"/>	✓	<input type="checkbox"/>
Aid to environment	<input type="checkbox"/>	✓	<input type="checkbox"/>
Gender equality (including Women In Development)	<input type="checkbox"/>	✓	<input type="checkbox"/>
Trade development	✓	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, maternal, new-born and child health	✓	<input type="checkbox"/>	<input type="checkbox"/>
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	✓	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	✓	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	<input type="checkbox"/>	✓	<input type="checkbox"/>
Climate change adaptation	<input type="checkbox"/>	✓	<input type="checkbox"/>

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Despite good efforts in the recent past, inter-institutional coordination concerning Emergency Management and Civil Protection in Serbia is still limited and needs to be strengthened regarding the management of risks and the consequences of natural disasters and other hazards. Exemplary of this were the extraordinary floods in May 2014. More than 1.6 million people (22 per cent of the total population) in 38 municipalities in central and western Serbia were affected. Since then, the focus has been to strengthen the capacities at central and local levels for the **management of emergencies**. Despite the efforts, unpreparedness and a low level of local self-government capacity for the prevention of risk and disasters is still a feature in the risk management system. In the future, further efforts will be needed to continue to reinforce capacities and coordination mechanisms for reducing the risk and impact of disasters caused by natural hazards and risks of accidents. In particular, the protection response and recovery systems will require substantial assistance covering both technical and infrastructural improvements as well as improvement of ICT systems for monitoring and management of emergencies.

The scheme below shows the Sector for Emergency Management (SEM) with all institutions and associated services making this system work. The institutions and organizations that will be the subject of the assistance of this Action Document are highlighted.



According to the Law on Emergency Situations, the SEM is responsible for coordinating the activities of all state institutions dealing with emergencies. Furthermore, there is a Law on Fire Protection, a National Strategy for Emergency Response and a Fire Protection Strategy.

In accordance with the Decree on the Establishment of Headquarters for Emergency Management, the Commander of the National Emergency Management Headquarters is the Minister of the Interior, while the members of staff are ministers / state secretaries of other relevant ministries and representatives of public enterprises and scientific-research institutions. The National Emergency Management Headquarters has the role of the National Disaster Risk Reduction Platform. The National DRR Platform managed by SEM meets the United Nations recommendations and is in accordance with the Sendai Framework for DRR. Also, SEM is a focal point for the EU Civil Protection Mechanism.

As per legal definitions and decrees SEM is responsible for building, maintaining and improving the ability of the entire nation to reduce and mitigate risks, respond to challenges and recover from the aftermath of disasters that may hit Serbia. SEM is the core of coordination and effective management of the system. However, it does not have a central command and control facility in place where all the threads of disaster management come together from risk management to decision making governing emergency responses. In order to protect life and property effectively, real time information will need to be collected, processed and distributed from a central facility to provide clear instructions and coordinate the responses of the appropriate emergency services. Currently SEM services operate out of inadequate facilities in various locations, and without appropriate IT systems to support decision making. The required intervention is to **rehabilitate a building where the centre is to be located and to procure propagation models which provide rapid risk assessments, as well as other equipment which will support operations of SEM**. Furthermore, this facility will house the European Emergency Number 112. The EU is supporting Serbia in meeting EU standards of safety and security through creating all necessary preconditions for a functional establishment of the 112 Emergency Call Number. This is supported through IPA 2015 (Home Affairs) by the intervention called “*Designed efficient emergency support system 112 for the Republic of Serbia*”. The implementation of the proposed intervention in this Action will be fully aligned with the recommendations provided on the new 112 emergency system, its requirements and its implementation parameters.

Based on SEM data on the severity and frequency of emergency situations, the two most prominent risks are fires and floods. Following the 2014 flood aftermath, a large portion of the risk management regarding floods was and is currently being addressed through various programmes and donor support, whilst assistance to address the fires, being the risk with highest likelihood in Serbia, is none or limited. While the system is in place, and all fire fighters and rescuers are regularly trained and have to pass an annual certification process to ensure they are capable to handle fires, their equipment is outdated and in poor condition compromising the service’s ability to perform their duties.

In case of health accidents and disasters, there is sufficient coverage of centres, treatment facilities and staff supplied by the emergency services of the Institute for Public Health and the Institute for Emergency Medical care in charge of primary care of the injured persons. Existing staff is well trained but do not have the equipment to protect medical personnel from danger, nor is there equipment for immediate needs of victims available. This applies specifically to the availability of equipment for the public health response system/emergency preparedness, in case of biological and chemical hazards. The procurement of the **specialised equipment** is of the essence for the work of the expert services obliged to take action **in the case of emergency situations that can be life threatening to the population**. Furthermore, the current healthcare system of the Republic of Serbia does not have sufficient specialised and protective clothing available should they have to respond to disasters at the required speed, especially for mass accidents, biological threats and terrorist attacks.

In a similar vein, **the Mountain rescue service of Serbia** (MRSS) is a strategic partner of the SEM performing rescue operations on inaccessible terrain. For the rescue on inaccessible terrain, a large amount of diverse, quality equipment is needed.

According to various sources Serbia is **vulnerable to a variety of natural hazards that have high impact on the agriculture and rural development** including floods, landslides, droughts, etc. INFORM ranking puts Serbia at the rank of 99 and risk value of 3.5¹ being among the highest exposed and vulnerable Western Balkan countries. High level of dependence on the weather, which is a determinant of the annual yield

¹INFORM, a global open-source risk assessment for humanitarian crises and disasters, Report for 2019

volatility, generates a constant risk to the realisation of the projected GDP growth.² This clearly indicates the need in agriculture require for a stronger emphasis on support for hail suppression, hail nets, greenhouses, irrigation and drainage, as well as use of animal breeds and plant varieties more resistant to unstable weather conditions. Ministry in charge of agriculture and rural development currently does not have sufficient capacities to address EU requirements related to implementation of climate smart agriculture and disaster risk resilience policies. **Strengthening national and local capacities and relevant institutions remains a major challenge** for an effective design and implementation of climate smart agricultural policies and DRR in Serbia. Staff training, capacity building of the agriculture extension services on risk assessment, education on how to act in emergency situations, evaluation of damages and losses in agriculture as consequences of natural disaster is necessary.

Finally, in line with the existing legislation local communities are obliged to implement environmental and disaster protection plans. In addition, the Law on Disaster Risk Reduction and Emergency Management mandates the LSG Units to establish Civil Protection Units (CPU). Currently the **general CPUs at local level** do not have sufficient capacity to satisfactorily deliver their workload of civil protection.

The Public Investment Management Office (PIMO) as a body of the Government of Serbia is tasked with managing the projects of reconstruction and aid allocation following disasters caused by natural and other hazards. In accordance with PIMO's mandate and with the support of the EU, the UN and the World Bank, a team of Post Disaster Needs Assessment (PDNA) trainers was established. The coverage of local governments and the number of trained civil protection commissioners and their deputies still needs to be increased to cover at least 100 municipalities.

The city administration of Kraljevo provided a building in their ownership that serves as an Education centre for all stakeholders participating in civil protection. Until now more than 60 LSGs and over 3,000 participants from local self-governments have undergone training related to civil protection. This was a good step towards the improvement of the civil protection system, but the **capacities of the Education Centre in Kraljevo are not sufficiently and properly equipped** and require further improvement to enable achieving the best possible education results. Further on, the **LSG Units are lacking capacities for establishment of the civil protection systems for general purpose, as well as equipment for operations in the event of an accident**. This lack of capacity reflects in insufficient education related to prevention of and reaction in emergency situation, development of PDNAs and a shortage of necessary equipment for the civil protection commissioners³.

OUTLINE OF IPA II ASSISTANCE

IPA II assistance will contribute to advanced cooperation in the Sector for emergency management and civil protection structure and enable a faster, better-coordinated and more effective response to natural and man-made disasters in order to be ready for deployment to a disaster zone on short notice, as well as building resilience of agriculture.

The resilience of the communities and the entire Serbian society goes beyond the responsibilities of the state or LSG, and demands active involvement of civil society, the non-governmental sector, and citizens themselves. Thus, activities of this Action impact at two levels in parallel, through strengthening the capacity of responsible institutions, service and LSGs, and by raising awareness and resilience of the population as far as their individual preparedness and capacity to respond in emergency situations is concerned.

Through the activities under **Result 1 the Action** will contribute to **better-organised and more coherent operations** in the cases of emergency. The present Action includes the **rehabilitation of a central building for Sector for Emergency Management** to ensure that experts and technical equipment meet a common high EU standard. It includes a contribution to rescue and medical teams with specialised equipment and transportation vehicles to ensure that national capacities are at high quality level. The action will support health expert teams to be better prepared and respond to health emergencies. Medical teams will receive

² Economic Reform Programme for the Period 2018-2020, Government of the Republic of Serbia

³ The role of the civil protection commissioner is defined in the Law on Disaster Risk Reduction and Emergency Management, Art. 78

specialised equipment such as vehicles for decontamination and sanitation vehicles specifically dedicated to first aid and transport of patients inflicted by biological and chemical accidents.

Through the activities under **Result 2 the Action** will contribute to the main need in the field of **civil protection**. The focus of these activities is the strengthening of cooperation between relevant stakeholders at local and national level in civil protection affairs, with a view to improving prevention, preparedness and response to disasters. The action will support the identified needs both with respect to building capacity and in terms of equipment, with a focus on preparedness and response. This includes the establishment of a Disaster Risk Register as an interactive, electronic, geographic and information database for the entire territory of Serbia that will directly contribute to the implementation of the INSPIRE Directive of the EU.

In relation to **Result 3 the Action** will support building of institutional and local capacity in agriculture sector for enhancing resilience to climate change and pilot intervention which will serve as a showcase for **introduction of climate smart agriculture (CSA)** and support raising awareness. Strengthening institutional and network capacities for CSA includes synchronizing mandates, enhancing coordination between sectors, stakeholders, organizations, and institutions, while supporting existing networks. Organizational and institutional enhancement deserves particular attention. Strengthening the institutional framework at national and local level with well formulated training courses and advisory services in line with CSA is the aim of this Action. Further investments are therefore essential to build such capacities in Serbia. The key entry point is to foster coordination, collaboration, ownership and commitment for joint CSA action, while enabling the framework for introduction of CSA.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The **Indicative Strategy Paper (ISP)** 2014-2020 sets risks management as an objective of EU assistance. Support will be granted for Serbia to implement the EU legislation on civil protection and to bring the country closer to established standards fostered by the Union Civil Protection Mechanism.

EC Annuals Report 2018 states that Serbia is moderately prepared as regards **civil protection**. It notes that a strategic framework for civil protection is in place including an action plan on disaster risk management for 2017-2020. Serbia adopted a new Law on disaster risk reduction and emergency management. Both the strategic framework and the law are in line with the Sendai framework for disaster risk reduction. Public awareness activities are ongoing. However, the report notes that as an active member of the EU Civil Protection Mechanism Serbia needs to further strengthen internal coordination and its capacity for disaster prevention, disaster risk reduction and disaster risk management including flood risk management at national and local level. In 2018, five local emergency protection and rescue plans were approved. In order to access the Common Emergency Communication and Information System, Serbia needs to establish relevant Secure Trans European Services for Telematics between Administrations (sTESTA) connections.

The proposed action is aligned with the **priority: “to ensure a secure and safe society for all citizens“** identified in the new **Needs Assessment Document for 2019-2025 Situation Analysis** regarding the increase of the national civil protection emergency systems preparedness and responsiveness; strengthening mechanisms for removing of consequences of disasters; and faster and better recovery and reconstruction. In addition, focus is placed on improvement of a proactive approach in building resilience to natural, climate and disaster risk as well as disasters caused by environment pollution, and other forms of disasters.

The **action is also aligned with the National Strategy for Protection and Rescue in Emergency Situation (2011)** objectives: policy of disaster risk reduction generally accepted by all stakeholders, sustainable financing for an integrated protection and rescue system established, an adequate normative framework of the integrated protection and rescue system is in place, National Disaster Risk Reduction Platform established as a national mechanism for emergency management, improved functional cooperation between the subjects of the protection and rescue system at national and local level.

The objectives of this intervention will contribute to the accomplishment of national priorities identified within various strategic policy documents, such as the National programme for environmental protection, National strategy of sustainable development, and Programme of meteorological and hydrological development research activities, the Forestry Development Strategy (2006), Strategy for fire protection (2012-2017), Biodiversity Strategy of the Republic of Serbia for 2011-2018 (2011), National Strategy of Sustainable Usage of Natural Goods and Resources (2012), the National Agriculture and Rural Development

Strategy (2014-2024), and the Strategy for emergency management and civil protection (2011-2016). They all recognize the problem of disaster resilience, natural disasters, and climate change and identified measures for prevention, reduction and post-disaster recovery. Many elements of disaster risk reduction are also identified in the Action plan for Chapter 24, particularly those related to the identification and designation of European Critical Infrastructure (ECI) and the assessment of the need to improve its protection. Furthermore, the action is also aligned with the **Fire Protection Strategy**.

The action follows the **Sendai Framework for Disaster Risk Reduction 2015-2030**, which sets the following goals: prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience.

The action also aligned with the overall objective of the **EU Civil Protection Mechanism** which is to strengthen cooperation between Participating States in the field of civil protection, with a view to improving prevention, preparedness and response to disasters.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

As a result of the extraordinary floods in May 2014, major local and international efforts and finances were invested in the remediation of its immediate consequences. Planning systems were reviewed, and remediation strategies put in place to reduce exposure to future natural disasters. This was accompanied by initiatives to strengthen coordination mechanisms in disaster prevention and management. However, further support is needed in order to put in place a fully-fledged national disaster risk management system including on-going risk assessment and early warning systems.

Considering the financing of specific thematic areas in aggregated terms for the period 2015-2018, the share allocated to emergency situations management was 14% of the sector budget funding. The Government intention to increase public spending in the Home Affairs sector compared to the previous period is also reflected in the increase of Emergency Situations Management thematic area budget. The Government will continue streamlining investments in strengthening institutional framework and human, physical and technical capacities of the Sector for emergency situations within the Ministry in charge of Interior Affairs – SEM, namely through construction and adaptation of the facilities/buildings for the SEM. Programmes will also be streamlined for enhancement of SEM through strengthening of their capacities for prevention and more efficient response in emergency situations. Furthermore, programmes enforced through the allocated resources will improve risk and emergency management system mainly through enhancement of competences of the civil protection units. Specific programmes will continue to address the emergency response needs, as well as rehabilitation and renewal of assets that had been damaged during natural disasters.

EU support to emergency management programmes will contribute to the enhancement and upgrading of an emergency system in Serbia through the establishment and strengthening of the 112-emergency system.

For the implementation of National Disaster Risk Management Program PIMO is currently managing 3 significant projects,

- Development of the Flood Risk Maps in 75 flood prone areas;
- Support for End to End Early Warning System which is being funded by the Multi Donor Trust Fund for Mainstreaming Disaster and Climate Risk Management in Developing Countries and administered by the International Bank for Reconstruction and Development/International Development Association from SDC Swiss donation. Objectives of the Project are: support the improvement of institutional capacities in disaster risk identification, and monitoring and early warning systems and strengthen the response and preparedness capacities at national, municipal and local level. The project will end by December 2020 and will result in setting up a significant improvement for resilience in selected municipalities (17 municipalities in the West Morava River basin) where the city of Užice, with complementary activities from Swiss SECO project, will have end to end EWS by 2021. The project also resulted with designing Disaster Risk Information System – DRIS, a platform and an IT tool tailored made for municipalities to develop Disaster Risk Assessment and Rescue and Protection Plans in line with the existing

Methodology for developing those documents, adopted by MoI. 60 municipalities will have platform with all data filed by the end of the year, and the rest of 80 municipalities will be trained to fill up the platform. This way those documents will be digitalized.

- Project Scaling Up Resilient Infrastructure, which is financed from the funds provided by Japan to the Republic of Serbia within the Multi Donor Trust Fund for Mainstreaming Disaster and Climate Risk Management in Developing Countries. This project is a part and directly related to the realization of the National Disaster Risk Management Program, specifically Component 3 - Risk Reduction structural and non-structural risk reduction measures, through developing a system to incorporate risk information in sector investment planning, with focus on risk infrastructures, which is practically the basis for the development of a risk management policy. The project has just become operational and it will last till the end of 2020 and aims to prepare government bodies and municipalities to develop Disaster Risk Reduction Plans in accordance with legislative requirements. The project will also prepare ToR for the establishment of Disaster Risk Registry, on the basis of which the assistance provided within this Action will build.

Serbia is an observer in the Health Security Committee of High-Level Representatives from Member States and the Commission. Through the work of this commission, the competent institutions of Serbia are informed of the possible biological and chemical agents and pathogens that may be used by terrorists (e.g. smallpox, anthrax, botulinum toxin, etc.), and are provided a guidance document on the treatment of patients exposed to these pathogens as prepared by their European colleagues.

A European Union funded programme in migration management in Serbia is implemented by United Nations Development Programme (UNDP), in partnership with the World Health Organization (WHO), International Organization for Migrations (IOM) as well as the United Nations Office for Project Services (UNOPS) the project “Open Communities – Successful Communities”. An activity on this project is the strengthening of the capacities of the health sector through procurement of equipment for prompt diagnosis and detection of communicable diseases. All of these activities contributed to the strengthening of capacities of healthcare institutions in charge of first-response in situations of increased risk of spreading contagious diseases and reacting in emergency situations.

The Twinning Light (TWL) titled “Improving microbiology diagnostic system quality in the function of surveillance of communicable diseases (CD) in the Republic of Serbia” highlighted a number of gaps that limit the current capacity to detect infectious diseases under EU surveillance. These gaps occur at various levels, from primary diagnostic capacity across the country, as per EU laboratory diagnostic criteria, to capacity for further characterization of pathogens at National Reference Laboratory (NRL) level for public health purposes and networking among diagnostic, reference laboratories and central health institutions (MoH and IPHs). Alongside those gaps, needs have been identified to strengthen infrastructure and equipment and build human competencies.

This action will be complementary to the regional IPA Programme on flood prevention and forest fires risk management. This programme will be managed by DG ECHO and the contract will be signed by the end of 2019.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

	OBJECTIVELY VERIFIABLE INDICATORS					
OVERALL OBJECTIVE	INDICATORS NAME	BASELINE	MILESTONE (2022)	TARGET (2025)	SOURCES OF VERIFICATION	
To contribute to the reduction of vulnerability to disasters and increase the country resilience to climate change	Degree of compliance with EU requirements and practices in the area of prevention, preparedness and response to disasters	Legislation aligned, Serbia is a member of the Civil Protection Mechanism	SEM Headquarters functional, training centre operational	Serbia is able to provide assistance to other countries through the Civil Protection Mechanism	PIMO reports on Post disaster damage assessment	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)				SOURCES OF VERIFICATION	ASSUMPTIONS
To support capacity building of the authorities at national and local level in emergency management and disaster risk resilience .	Serbian disaster management system is established and functional in municipalities	5 municipalities	40	60	SEM reports on implementation of the Law on local level	The Government remains committed to the implementation of the Sendai Framework ⁴ Adequate social, economic and political

⁴ Sendai Framework for Disaster Risk Reduction 2015-2030 adopted at the Third Un World Conference on DRR in Sendai, Japan, on March 18, 2015.

						stability is maintained
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)				SOURCES OF VERIFICATION	ASSUMPTIONS
Result 1: Central building for the Sector for Emergency Management is rehabilitated and fire protection and rescue units and emergency situation-related national health care system is improved	<p>Central building for Sector for Emergency Management rehabilitated and in operation</p> <p>Number of SEM rescuers equipped and trained for the purpose of response in the case of fire (women/men)</p> <p>Number of medical teams equipped for reaction in accident</p>	<p>n/a</p> <p>3,056</p> <p>0</p>	<p>Rehabilitated and operational 100%</p> <p>3,256</p> <p>12</p>	<p>Rehabilitated and operational 100%</p> <p>3,556</p> <p>24</p>	<p>Implementation progress report SEM and PIMO reports usage permit</p> <p>Implementation progress report SEM reports</p> <p>Implementation progress report MoH report</p>	<p>Adequate and appropriate human, technical and financial resources ensured</p> <p>Stability of local self-government</p>
Result 2: Capacities for civil protection are improved and the Education Centre with demonstration polygon in Kraljevo is reconstructed	<p>Education Centre in Kraljevo rehabilitated and in operation</p> <p>Number of municipal civil protection units equipped and trained</p>	<p>n/a</p> <p>50</p>	<p>Rehabilitated and operational 80%</p> <p>90</p>	<p>Rehabilitated and operational 100%</p> <p>140</p>	<p>Implementation progress report SEM and PIMO reports usage permit</p> <p>Implementation progress report</p>	<p>administration and leadership</p> <p>No frequent staff turnover;</p> <p>Established local administration units for DRR</p> <p>Engaged local civil protection units of</p>

	(women/men)				SEM and PIMO reports	general purpose
	Number of civil protection commissioners trained (women/men)	500	900	1400	Implementation progress report SEM and PIMO reports	
	Number of MRSS staff trained to instructor level for flood rescue, high angle rescue and helicopter rescue (women/men)	0	4/4/5	5/5/7	Implementation progress report SEM and PIMO reports	
	Disaster Risk Register coverage of the territory of the Republic of Serbia	0	30	50	Implementation progress report SEM and PIMO reports	
Result 3: The capacities at national and local level for disaster risk reduction and climate resilient agriculture are improved	Institutional set up act in MAFWM developed for introduction of DRR and CSA	None	Available	Available	MAFWM report	MAFWM is committed to strengthen its capacity in DRR and CSA.
	Number of LSGs with DRR and CSA measures implemented	0	5	15	Implementation progress report MAFWM report	Adequate level of LSGs' commitment to implement DRR and CCA practices
	Number of farmers trained in DRR and CSA measures (women/men)	0	150 (at least 30% women)	600 (at least 30% women)	Implementation progress report and training reports MAFWM report	Farmers are interested and
	Number of					

	demonstration plots established to showcase DRR/CSA good practices	0	2	10	Implementati on progress report showcasing the good practices of DRR/CSA	willing to participate in the demonstration of DRR and CSA good practices.
	Number of agricultural experts trained in DRR/CSA (women/men)	0	40	100	Implementati on progress report and training reports	Adequate level of agriculture schools, institutes, faculties, advisory services are committed to take up training and sustain in their institutions.

DESCRIPTION OF ACTIVITIES

Result 1: Central building for Sector for Emergency Management rehabilitated and fire protection and rescue units and emergency situation-related national health care system improved

This Action will support the rehabilitation of a central building for SEM owned by MoI and located in Belgrade in Despota Stefana Boulevard. MoI/SEM has allocated funds from the budget for the preparation of technical documentation and already engaged a design company to prepare the technical documentation for the Central SEM building. Their task was to produce a Preliminary solution for rehabilitation and adaptation of the building. The conclusion from the Preliminary solution for rehabilitation and adaptation was that the scope of works for rehabilitation of central building for SEM needed further development of technical documentation, namely Preliminary solution for reconstruction of Central building for SEM, Design for Construction permit and Design for execution of works. A key element of the technical documentation is that designs are to be prepared in accordance with the requirements of energy efficiency in the sector of infrastructure. Also, the Action will contribute to raising the level of the quality of the available equipment and readiness of SEM teams in charge of disaster risk management, its fire protection and rescue teams, and the capacities of the institutes for emergency medical care.

More precisely, the following main activities are envisaged under Result 1:

Activity 1.1 This activity envisages the development of a Preliminary solution for reconstruction of the Central building for SEM, the Design for the Construction permit and the Design for execution of works and works in order to reconstruct the building's interior space for both day-to-day work of the SEM staff and responding to emergency situations, all in accordance with the best practice of introduction of the energy efficiency of the building and energy savings higher than minimum defined in the Serbian legislation⁵. Concretely, this relates to the execution of the rehabilitation works on the existing building and works supervision.

Activity 1.2 Through this Activity equipping of SEM building, the procurement and installation of very specific systems necessary for quick presentation of the current state in the field and good communication technologies, respectively workstations, laptop computers, servers, NAS devices, network printers, video conferencing equipment and more similar equipment shall be undertaken. This would also include various software licensees. Security equipment for control of access, and video surveillance is also needed. It will result in numerous benefits, starting from more comfortable operation of the operatives, faster processing of data, reliability of the complete system, possibilities of displaying various situations on the video wall, printing operational maps, video conferences at both national and international level. Detailed needs assessment for supply will be developed through intervention "*Designed efficient emergency support system 112 for the Republic of Serbia*" IPA 2015. It has to be obligation of the supplier to train the relevant staff to use procured equipment.

Activity 1.3 Procurement of equipment and specialized vehicles for responding fire protection and rescue teams for an event of a fire is the subject of this Activity. Detailed specifications of the equipment and vehicle needed was prepared by SEM, based on an overview of the current state and level of equipment for the teams involved in fire protection reaction on the territory of Serbia. This Activity contributes to a better equipping of the units and the possibility of a timely response across the country. It has to be obligation of the supplier to train the relevant staff to use procured equipment.

Activity 1.4 This activity will support the health care system particularly related to reacting in the case of biological and chemical accidents. The following specialised vehicles shall be procured under this Activity:

⁵Rulebook on energy efficiency of buildings of the Republic of Serbia.

- 12 medical emergency vehicles specifically dedicated to provide emergency medical care and transportation of patients inflicted by the consequences of biological and chemical accidents. The specialized vehicles will be equipped for a quick diagnosis of infectious diseases as well as for cardiopulmonary resuscitation (CPR) of patients. The procured emergency medicine vehicles would be located regionally in the Institutes for emergency medical care in Novi Sad (3 vehicles), Belgrade (4 vehicles), Kragujevac (2 vehicles) and Niš (3 vehicles); and
- 2 vehicles for the decontamination of medical personnel, persons and patients involved at the scene of the accident. Vehicles for decontamination will be placed at the Institutes for emergency medical care in Niš and Belgrade.

Also, this Activity foresees the procurement of 100 sets of protective uniforms, including eye and breathing masks. It has to be obligation of the supplier to train the relevant staff to use procured equipment

Result 2: Capacities for civil protection improved and Education Centre with demonstration polygon in Kraljevo reconstructed

This intervention aims to support the following:

Further improvements in the Serbian civil protection system through reconstruction of the Education Centre with demonstration polygon on the territory of the City of Kraljevo, precisely in Rudno settlement on Golija Mountain and the provision of IT equipment for trainers and trainees. Conducting the training related to holistic approach to managing disasters with a special focus on topics such as prevention, preparedness, response and reconstruction in the case of disaster and PDNA development will be supported by this intervention. Furthermore, civil protection commissioners and the Mountain rescue service of Serbia will be equipped to ensure a fully functioning service. IT equipment for establishment of a Disaster Risk Register is the aim of this intervention as well.

More precisely, the following main activities are envisaged under Result 2:

Activity 2.1 Trough this Activity, an Education Centre with a demonstration polygon in Rudno settlement on Golija Mountain, owned by City of Kraljevo, shall be reconstructed and upgraded. This implies an extension of the training rooms, rooms for the accommodation of trainees, construction of a demonstration polygon and all the necessary works which will allow the facility to meet the standards for Education centre of this type. The Department for Civil Protection of Kraljevo is a part of the City administration and functions as a separate organisational unit reporting to the Head of the City Administration in Kraljevo. This department deals with DRR for the city of Kraljevo and based on a Protocol for Cooperation between cities and municipalities in West Morava River Basin. Its task will be to support other cities in the Western Morava River Basin to provide training, lectures and continued professional development on disaster risk reduction and development of PDNA. Once the Agreement on Cooperation of 18 local self-governments in Western Morava River Basin is signed a Joint Management Board will be set up to carry out management and DRR tasks. It is expected that Kraljevo Department for Civil Protection will be the core of future institutional set up regarding activities related to DRR, in close cooperation with SEM and PIMO. City of Kraljevo with its capacities in the municipal administration serves as a leader in West Morava River Basin, and the Mayor of Kraljevo, as head of the civil protection department in Kraljevo is a coordinator of the basin cooperation. DRR measures marked in Protocol go beyond the flood protection measures encompassing multi hazard approach in relation to the hazards the region is prone to, such as earthquakes, landslides, fires, etc. The Education Centre with demonstration polygon is located within the boundaries of a protected natural area. The City of Kraljevo is currently preparing a Plan for General Regulation (PGR) for this area. PGR is expected to be adopted in the third quarter of 2019. The location condition and construction permit for reconstruction and upgrade of the building shall be issued by the Ministry in charge of construction. Obtaining of location condition and construction permit will be done in accordance with the unified procedure for issuing location conditions and construction permit. The City of Kraljevo had already allocated the funds from local budget for the preparation of technical documentation. ToR for development of technical documentation is prepared

by experts of the City of Kraljevo with the support of PIMO. The reconstruction shall foresee energy efficiency measures and standards for public buildings in line with the national regulations⁶, as well in the Project Operational Manual (POM) produced by PIMO. POM was developed for the ongoing Government Programme for Reconstruction and Improvement of State-Owned Public Facilities, and is used for the acceptance of public buildings. Apart from the energy efficiency, the POM defines other relevant standards related to resilience to multi hazards, accessibility, etc. This Activity implies the execution of the construction and other works on the existing building and supervision of works.

Activity 2.2 This Activity implies procurement of supply for Activity Education Centre with demonstration polygon in Rudno. The equipment needed for trainers, trainees, is the subject of this Activity. It has to be obligation of the supplier to train the relevant staff to use procured equipment

Activity 2.3 Trainings primarily dedicated to LSGs, on to civil protection commissioners, other stakeholders involved in civil protection, as well as NGOs will be conducted by this Activity. PIMO, in cooperation with SEM, will be responsible for overall tasks related to training. PIMO obtained the consent of the Minister of Public Administration and Local Self-Government, the Council for Professional Training of Local Self-Government Employees, and the Minister of Interior Affairs to start the process of developing programme and curricula, which is to be adopted by the Government based on proposals of the MoI and PIMO, according to their mandate, and will serve as the basis for training in the entire territory of the Republic of Serbia. This is in line with the Strategy for Professional Training of Employees in Autonomous Provinces and Local Self-Governments, and the Law on Employees in Autonomous Provinces and Local Self-Governments. Introduction of holistic approach for managing of natural hazards, trainings in special topics as prevention, preparedness, response and reconstruction in the case of disaster and PDNA development will be the subject of this Activity.

Activity 2.4 Procurement of equipment for civil protection commissioners. A complete set of equipment will be provided to 900 representatives of civil protection commissioners from 18 municipalities which will sign inter-municipal cooperation agreement on the West Morava river basin, which represents the operationalisation of the existing Protocol of Cooperation between cities and municipalities in the West Morava River Basin. PIMO will coordinate this Activity. It has to be obligation of the supplier to train the civil protection commissioners to use procured equipment

Activity 2.5 This Activity will support the improvement of Mountain rescue service of Serbia though the procurement of specific professional supply such as flood rescue equipment, mountain rescue stretchers, technical rescue kits, helicopter rescue equipment, uniforms for rescuers and communication equipment. In addition, the procurement shall include vehicles as follows: minivan for up to 9 passengers (1), vehicles for hard-to-reach place (2), snow mobile (1) and rubber boat (1). PIMO will coordinate this Activity. It has to be obligation of the supplier to train the MRSS staff to use procured equipment.

Activity 2.6 The Activity will include training of trainers for selected highly experienced MRSS staff in order to achieve instructor level skills on flood rescue (4 rescuers), high angle rescue (4 rescuers), and helicopter rescue (5 rescuers). In addition, knowledge transfer on flood rescue for at least 30 rescuers of MRSS is foreseen under this Activity.

Activity 2.7 The aim of this Activity is the establishment of the Disaster Risk Register at the Republic Geodetic Authority. It involves the procurement of IT equipment, hardware and the relevant software component which builds upon the results of the previously mentioned ongoing project Scaling Up Resilient Infrastructure. The procured IT equipment will be located at the Republic Geodetic

⁶Rulebook on the energy efficiency of the building ("Official Gazette of the Republic of Serbia", No. 61/2011)

Authority and shall serve as the national Risk register, which is aligned to implementation of INSPIRE Directive of the EU.

The role of the Disaster Risk Register is defined in the Law on Disaster Risk Reduction and Emergency Management. Disaster Risk Registry is an interactive, electronic, geographic, and information database for the territory of the Republic of Serbia run by the Ministry of Interior Affairs in cooperation with the competent state administration bodies, other state bodies and public authority holders. The Risk Registry contains data of importance for risk management which includes physical and geographical data on the area affected by the risk; data on the number and structure, as well as the exposure and vulnerability of the population, that may be affected by the disaster; data on residential buildings and buildings for other purposes, infrastructure and other facilities, their exposure and vulnerability; information on past disasters and their consequences; description and characteristics of the hazard; data significant for risk reduction.

The Risk Registry is public, except in the case of data that are protected under special regulations.

Result 3: Capacities at national and local level for disaster risk resilience and climate smart agriculture improved

The Result will be achieved by the introduction of climate change adaptation and disaster risk reduction measures in agriculture to the farmers, focusing on technologies and production techniques. With a practical knowledge to new agro-technical measures and best practices in managing their farms, agricultural producers will be able to better adapt to the changing environment and become more resilient to climate changes and extreme events.

More precisely, the following main activities are envisaged under Result 3:

Activity 3.1 The activity will support disaster risk reduction and climate smart agriculture (DRR/CSA) as an approach for transforming and reorienting agricultural systems to support food security under the new realities of climate change. This Activity implies:

- building capacities on DRR and CSA at local and central level,
- incorporating DRR and climate smart agriculture (CSA) into agricultural education and advisory system, and
- demonstration of DRR and CSA good practices at local level in selected municipalities.

Based on analyses of current institutional structures and capacities, strategies and policies, specific guidelines, manuals and recommendations will be developed within this Activity aiming to create and improve capacities of the Ministry of Agriculture, Forestry and Waterways Management (MAFWM) and local self-governments dealing with CSA and DRR.

The development of training modules and provision of training to staff of ministry in charge of agriculture, national experts from agriculture advisory and expert services, representatives of local self-governments with topics on introduction of CSA and improvement of DRR, will contribute to the building of capacities in the agriculture sector. Coordinated actions will be promoted to policy makers, farmers, researchers, private sector, and civil society towards climate-resilient pathways. It will help the national government to build its resilience and adapt to climate-related shocks by integrating climate services into decision making processes. Farmers will be trained to implement CSA and DRR measures by closely engaging them into the demonstration of good practices. Farmers will, in line with public policies currently being defined, gain access to potential sources of micro financing (which is not currently available). This approach will help build resilience among the most vulnerable farmers, and support the long-term provision of sustainable financial means to farmers. The implementing entity is obliged to follow the development of the legal framework in Serbia relative to micro-financing and ensure that the training programmes are tailored to the emerging system and farmer's needs. Better bridging between national policies and local implementation is also the aim of this Activity. Capacities to implement the CSA approach at national and local level will be strengthened.

Activity 3.2 This Activity foresees the support to implementation of CSA and DRR measures at the level of local farms in selected municipalities. A supply needs assessment shall be developed in

selected municipalities to assess the risks and develop an approach to mitigate the major identified risks through DRR/CSA approach. Local leaders in knowledge transfer (agricultural extension services, agricultural schools, research institutes, etc.) will be supported to establish demonstration plots to showcase examples of resilient farming, which would serve to further transfer the knowledge to farmers. Various trainings will include trainings on selected plots as well as in the appropriately selected premises. The risk assessment will take into consideration the likelihood, frequency and previous impacts of climate induced disasters to agriculture in particular municipality, will take into account economic losses, as well as impact on livelihoods. Piloting of recommendations in selected LSGs will be based on developed methodology and will enable transferring of technology and knowledge of good practices of DRR and CSA for improved agriculture production. It will reduce vulnerability of farmers to natural disasters and impacts of climate change. Based on the risk and needs assessment, farmers might be directly supported to implement some of DRR/CSA measures, particularly focusing to increase diversity of crops, improve production, irrigation and plant protection techniques. Selected municipalities will serve as a showcase for the introduction of CSA and in support to awareness raising.

RISKS

Result 1:

Risk	Mitigation Measure
Changes in the management of SEM	The project-manager should be responsible for the realisation of all activities until the end of the project regardless on changes in the management of SEM
Timely prepared technical and tender documentation	Relevant staff appointed from the SEM, the ministry in charge of interior affairs, and representative of UNDP will form a Working Group to ensure a timely prepared technical and tender documentation.

Result 2:

Risk	Mitigation Measure
Insufficient LSG commitment to enhancement of civil protection units at local level	LSG committed to sign an intermunicipal cooperation agreement at river basin level with a confirmed commitment to the civil protection system
Timely prepared technical specifications for the procurement of supply	Timely and appropriate planning of procurement of equipment in accordance to the real needs

Result 3:

Risk	Mitigation Measure
LSGs not committed to CSA/DRR	Select and involve LSGs in early stage of the project
Famers not interested and not ready to participate in demonstration of DRR and CSA practices	Approach farmers directly and at early stage, with clear information on project activities and its long-term benefits in reducing disaster and climate change risks.
Agricultural advisory services and other relevant stakeholders not committed	Ministry in charge of agriculture to establish a working group that will consist of all relevant stakeholders and monitor the implementation of project activities on a regular basis.

CONDITIONS FOR IMPLEMENTATION

Result 2

For Activity 2.7 By-law to be adopted defining the structure of the Risk Register.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

This IPA II assistance Action will be implemented and managed in accordance with the rules and procedures foreseen by direct management of EU funds in line with respective legislation and Manuals of Procedures.

In the course of preparatory activities for Results 1 and 2, the UNDP shall perform financial and functional analysis of the assets and equipment.

Institutional arrangements for the implementation of activities which will contribute to the achievement of Action results are:

Result 1: Central building for Sector for Emergency Management rehabilitated and fire protection and rescue units and emergency situation-related national health care system improved

For Activity 1.1, Activity 1.2 and Activity 1.3 the final beneficiary is the ministry in charge of interior affairs, while the end recipient is the Sector for Emergency Management

From the beneficiary side, the ministry in charge of interior affairs shall be responsible for the overall coordination and administration, the management of the development of technical documentation for reconstruction of the Central SEM building, technical specifications for supplies and tender processes for goods and works. The SEM is responsible for issuing location conditions and construction permit, or the decision approving the execution of works based on Article 145, Law on Planning and Construction for the works. The SEM will take part in the tender process and ensure the correct installation of the procured equipment. In particular, the SEM shall be responsible for a smooth and proper operation of the investments. The SEM shall support implementation of Activity 1.1 in provide active support in resolving all matters related to Activity implementation.

For Activity 1.4 the final beneficiary is the ministry in charge of health, while the end recipients are the Institutes for emergency medical care in Novi Sad, Belgrade, Kragujevac and Niš. From the beneficiary side, the ministry in charge of health is responsible for the overall coordination and administration, the management of the development of technical specification for supplies and tender processes for goods and communication with the participating Institutes for emergency medical care. Moreover, the Institutes for emergency medical care shall take part in the tender process and ensure the correct set up of the procured equipment/specialised vehicles. The ministry in charge of health shall manage this Activity in close cooperation with the Institutes for emergency medical care in Novi Sad, Belgrade, Kragujevac and Niš.

Result 2: Capacities for civil protection are improved and well equipped and Education Centre with demonstration polygon in Kraljevo reconstructed

For Activity 2.1 and Activity 2.2 the final beneficiary is the Public Investment Management Office (PIMO), while the end recipient is the City of Kraljevo

The PIMO shall be responsible for the overall coordination and administration, especially in the monitoring, the management of the tender processes for goods and works and the communication with the City of Kraljevo. The City of Kraljevo shall be responsible for technical implementation of the activities. It shall take part in the tender process and ensure the correct installation of the procured equipment. In particular, the City of Kraljevo shall be responsible for a smooth and proper operation of the investments. Furthermore, according to the Law on Planning and Construction of the RS,

specifically Article 133 item 9a, the ministry in charge of construction will be responsible for issuing the relevant location conditions and construction permit.

For the Activity 2.3 and Activity 2.4 the final beneficiary is the Public Investment Management Office (PIMO), while the end recipients are selected municipalities (Commissioners and Deputy Civil Protection Commissioners).

The PIMO is responsible for the overall coordination and administration, the management of the tender processes for goods and services and the communication with the participating LSGs, and between all involved institutions and stakeholders. LSGs shall provide the data necessary for proper implementation of the activities. Cities/municipalities shall support their respective Commissioners and Deputy Civil Protection Commissioners during the implementation period.

For Activity 2.5 the final beneficiary is the Public Investment Management Office (PIMO), while the end recipient is Mountain rescue service of Serbia.

The PIMO is responsible for the overall coordination and administration, and the management of the tender processes for goods. The Mountain rescue service of Serbia is responsible for the development of technical specifications of goods to be procured. MRSS shall provide the data necessary for the implementation process and take part in tender process.

For Activity 2.6 the final beneficiary is the Public Investment Management Office (PIMO), while the end recipient is Republic Geodetic Authority (RGA).

The PIMO is responsible for the overall coordination and administration, and the management of the tender processes for goods. The RGA shall provide the data necessary for the procurement of goods. They shall take part in the tender process and ensure the correct installation of the procured equipment. In particular, RGA is responsible for a smooth and proper operation of the investments.

Result 3: Capacities at national and local level for disaster risk reduction and climate resilient agriculture improved

For Activity 3.1 and Activity 3.2 the final beneficiary is the ministry in charge of agriculture while the end recipients are municipalities to be selected.

The ministry in charge of agriculture shall be responsible for the overall coordination and administration and the communication with the participating LSGs, agriculture advisory services and among all involved institutions and stakeholders. The participating LSGs are responsible for the technical implementation of the activities.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

See annex.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

Monitoring the progress of implementation will be done in accordance with the rules and procedures for monitoring stipulated in the IPA II Implementing Regulation and Framework Agreement between the republic of Serbia and the European Commission on the arrangements for implementation of Union financial assistance to the Republic of Serbia under the Instrument for Pre-Accession Assistance (IPA II).

The overall progress will be monitored by means of several resources:

- **Result Orientated Monitoring (ROM) system** (led by DG NEAR): This will provide, as necessary and required, an independent assessment of the on-going or ex-post performance of the Action.
- **IPA II Beneficiary's own monitoring:** IPA II monitoring process is organised and led by the NIPAC, supported by the Technical Secretariat of the National IPA Coordinator (NIPAC TS)/BCPME. NIPAC is the main interlocutor between the Serbian government and the European

Commission (EC) regarding strategic planning, co-ordination of programming, monitoring of implementation, evaluation and reporting on the overall IPA II assistance. NIPAC monitors the process of programming, preparation and implementation, as well as the sustainability and effects of programmes, aiming to improve these processes, ensure timely identification, remedying and alleviation of potential issues in the process of programming and implementation of Actions. Through the support of the NIPAC TS/ BCPME, the NIPAC prepares regular monitoring reports for the Government and the EC based on the reports drawn up by the institutions responsible for implementation. It reports on the formulation of the Action, the fulfilment of preconditions for the initiation of public procurement procedures, the implementation of the Action, its sustainability and effects, and organises the process of evaluation.

- **Self-monitoring performed by the EU Delegation:** This is part of the annual assurance strategy process and is done based on the ex-ante risk assessment of actions/contracts considered riskier.
- **Joint monitoring by DG NEAR and the IPA II Beneficiary:** The compliance, coherence, effectiveness, efficiency and coordination in implementation of financial assistance will be regularly (at least once a year) monitored by the IPA Monitoring Committee. It will be supported by Sectoral Monitoring Committees which will ensure monitoring process at sector level. The results of monitoring will be used in the policy-making process to propose programme adjustments and corrective actions.

The monitoring process envisages participation of various stakeholders, such as EC/EUD, NIPAC, NIPAC TS/ BCPME, NAO, NAO SO, NF, Contracting Authorities, Final Beneficiaries, AA, and other institutions and civil society organisations.

Having regard to the nature of the action, an ex-post evaluation(s) will be carried out for this action or its components via independent consultants.

The evaluations will be carried out following DG NEAR guidelines on linking planning/programming, monitoring and evaluation⁷. A Reference Group comprising the key stakeholders of this action will be set up for every evaluation to steer the evaluation process and ensure the required quality level of the evaluation outputs as well as the proper follow up of the recommendations of the evaluation.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that it includes numerous components concerning the accession process.

The Commission shall inform the implementing partner at least 6 months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the IPA II beneficiary and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the IPA II beneficiary, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures set in the Financing Agreement.

⁷ https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near_guidelines.zip

5. SECTOR APPROACH ASSESSMENT

As a subsector of the **Home Affairs Sector, the Emergency Management** covers cross-sector efforts to develop an adequate, long-term disaster risk management system which would be the basis for cooperation among different institutions, as well as the basis for their joint work on risk reduction and efficient response to disasters. The strategic framework in this area is divided in two strategic documents, the National Program for Managing Risk from Natural Disasters and the National Strategy for Protection and Rescue in emergency situations. This fragmentation is the consequence of the fact that the National Program for Managing Risk Natural Disasters with its Action Plan (2016-2020) is an umbrella framework to coordinate and implement activities and channel funds related to reducing and managing risks and has been adopted taking into account the consequences of the floods in 2014. The National Strategy for Protection and Rescue in emergency situations has been adopted in 2011. The five priorities defined in the National Strategy for Disaster Management and Disaster Risk Reduction in Serbia are consistent with those of the Hyogo Framework for Action (HFA)⁸.

The Strategy for Agriculture and Rural Development 2014-2024 defines the vision, strategic goals, priority areas of structural changes, operational goals and finally measures and activities necessary for establishment of Serbian agriculture development based on knowledge, modern technologies and standards that offer innovative products to the market and provide producers with sustainable and stable income. Furthermore, the Strategy focuses on management of natural resources, the environment and cultural the heritage of rural areas in accordance with the principles of sustainable development, in order to make rural environments attractive for life and work. The Strategy defines a set of political and legal assumptions for the preparation of two programmes related to rural development being implemented. These are the National Programme for Rural Development (NPRD) and IPARD Programme of the Republic of Serbia for the period 2014-2020. Both programs are prescribed so that there is complete complementarity; there are clear demarcations and no overlaps in the prescribed measures, users, criteria and level of investments.

The National Programme for Rural Development 2018 - 2020 prescribes the medium-term directions for the development of rural areas and describes in more detail the manner of implementing rural development measures for the programming period. At the same time, this document is also in line with the strategic framework of the Common Agricultural Policy of the European Union for the period 2014-2020, while respecting the specific needs and priorities of the development of agriculture and rural areas of the Republic of Serbia.

Sector and donor coordination

Sector Working Groups (SWGs) have been established in order to achieve efficient and coordinated process of programming and monitoring of international development assistance, especially the IPA, as well as to provide the basis for the implementation of sector approach. The ministry in charge of interior affairs is the lead institution within the Sector Home Affairs, the ministry in charge of agriculture is the lead institution in Sector Agriculture and rural development with respect to sector policy coordination, while planning, programming and monitoring of EU funds and other assistance is led and coordinated by the ministry in charge of European integration. The primary role of the **SWGs for Home affairs and Agriculture** is to ensure adequate forum for sector policy dialogue and reliable basis for effective planning and programming enabling strategic focus and prioritization, complementarity of various interventions and optimisation of different sources of funds. It thus improves the coordination and management of international development assistance and increases its effective absorption while ensuring a transparent and inclusive dialogue among all relevant stakeholders.

Sector budget and medium term perspective

⁸The Hyogo Framework for Action (HFA) is the first plan to explain, describe and detail the work that is required from all different sectors and actors to reduce disaster losses. It was developed and agreed on with the many partners needed to reduce disaster risk - governments, international agencies, disaster experts and many others - bringing them into a common system of coordination.

As of 2015 all line ministries are required to produce programme budgets and there is a need for significant improvement in this process, since programme budgets need to be fully integrated within improved medium term budgeting exercise. Budget beneficiaries are obliged to submit three-year projections in the course of the annual budget cycle. The fiscal strategy sets the medium-term budget limits per budget beneficiary which allows for estimates of sector budgets on the basis of individual annual budgets for the institutions.

The programme budgeting mechanism developed in instructing and coordinating with the budget beneficiaries can already be qualified as very instrumental for consolidating the fiscal discipline and for the transparency of public expenditure.

However, there is yet no full-fledged mid-term, sector-based budgetary planning process that could be used to develop mid-term expenditure frameworks.

Sector monitoring system

The public administration of Serbia is not equipped with a general methodology, guidelines, manuals and IT system for monitoring and evaluation and they have been developed on a case-by-case basis. Evaluation is done ad hoc, without methodology, there is no internal capacity to carry out evaluation, and this refers both to sector and sub sector level. The reporting mechanism on sub sector level is not harmonised and there is no reporting mechanism on the sector level.

For the time being sector PAF is based on the system of indicators in the "National Priorities for International Assistance for period 2014-17 with 2020 projections (NAD)". The sector strategy contains outcome and result based indicators, baseline and target values. Indicators are in line with the sub sector policy objectives. However, the capacities for defining proper (RACER) indicators, carrying out the monitoring and evaluation tasks on the sector level should be strengthened.

6. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

As the National Strategy for Improved Status of Women and Gender Equality Promotion (2009-2015) obliges for equal participation of women and men in decision making at all levels and in all policy areas, greater involvement of women in actions described, regarding policies and decision-making processes will be promoted.

Gender and DRR are both cross-cutting developmental issues. Without successfully addressing these two issues, it is difficult to achieve sustainable development in any society. Likewise, it is impossible to build the resilience of nations and communities to disasters without the equal and active participation of men and women in DRR. It is necessary to increase efforts and make DRR gender sensitive from policy-making to planning and implementation. Being aware that women have been in a disadvantaged position in DRR work, a special strategy and effort are required to empower women in DRR, through knowledge development and capacity building.

Gender equality and women's empowerment are vital for environmental sustainability as well as necessary elements of investments towards achieving the Millennium Development Goals and successfully adapting to climate change impacts. Women bring unique experiences and valuable skills that would benefit disaster risk mitigation and preparedness. By recognising and promoting the unique capacities of women, one can simultaneously further community resilience and advance gender equality. Investing in women is an effective mean for advancing sustainable development and fighting climate change. The needs, interests and contributions of all members of the society, especially women and other vulnerable groups, should therefore be taken into account in the design and operationalization of financing of disaster risk reduction and management. However, addressing these inequalities has positive outcomes; when women and men receive DRR training, they share leadership roles, and their differential knowledge on the impacts of natural hazards is integrated into disaster risk reduction thus enhancing community resilience.

A gender-responsive approach to DRR planning means that gender-based differences and issues are to be considered in the design of the policy, strategy, plan or programme, and gender equality is

promoted in its implementation. Disaster risk reduction and management efforts need to be gender aware. Mainstreaming gender in disaster risk reduction and management would add value to such initiatives. Incorporating gender perspectives into disaster risk reduction and management policy and projects will increase disaster management efforts equitability, effectiveness and sustainability.

MINORITIES AND VULNERABLE GROUPS

The link between activities envisaged within this Action and minorities and vulnerable groups is reflected primarily in the impact on the health and quality of living in Serbia. As regards minorities and vulnerable groups, all activities within this Action will be based on the principle of non-discrimination of minorities and vulnerable groups. Furthermore, all activities under the Action are encouraged to actively seek approaches that reflect the needs of minorities and vulnerable groups.

The effects of the changing climate are bad enough in themselves – more frequent droughts, burning temperatures, new plagues of diseases and worse floods, for instance. To increase the level of awareness and the response capacities of local communities to potential and frequent natural disasters, as well as to reduce the effects of these disasters on the most vulnerable groups through this Action will be supported by carrying out risk management and emergency response through unfolding the ways to include the most vulnerable categories in the process.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

In order to enable a more inclusive and transparent dialogue, as well as a consultation and communication with all relevant stakeholders in the respective sectors, a consultation mechanism with the civil society organisation (CSOs) has been established in Serbia in 2011. This mechanism is based on the consultative process with Sector Civil Society Organisations (SECOs) and serves as a platform that enables exchange of information and contribution of CSOs in relation to planning development assistance, particularly programming and monitoring of the IPA. A sector civil society organization indicates a consortium of maximum three civil society organisations as partners, one of which is depicted as the leading partner. The SECO consortium for home affairs, health, environment, and agriculture sectors actively contributes to the creation of recommendations within the network, influences official documents and provides recommendations to define priorities for financing from EU funds and development assistance.

A particular attention will be given to the Civil Society Organisation involvement within the disaster risk reduction and emergency management through participation in the training sessions in the reconstructed and improved Education centre in Kraljevo. Continuous training of CSO representatives on increasing the knowledge and skill level in regard to resilience of society and civil protection, the Education Centre shall also serve as meeting facility for CSOs from different LSG units providing a forum for permanent exchange of information and experience (peer review).

Having in mind the main role of SEM in preserving the lives of people, material goods, the environment, and cultural and social attractions, the modern working conditions would contribute to a more effective cooperation with CSO representatives as well as other subjects and services that are a part of operational and expert body, established with the aim of coordinating and managing protection and rescue activities in emergencies as well as mainstreaming disaster risk reduction policies.

Preservation of human lives is of the utmost importance, and the activities foreseen under this Action will directly contribute to rapid reaction in the event of emergency and better preparedness of civil society organisations for responding in emergency.

Related to other cross cutting issues, special efforts should be placed in outreach to women (rural women, women in agriculture, women in SMEs, or women's expert networks – WISE SEE, Women's Architecture Society) and Arhus centres.

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

Activities envisaged under this Action Document focus on disaster risk reduction and resilience, civil protection and climate sensitive agriculture. The increasing incidence and severity of disasters such as

floods, fires and landslides are leaving more people vulnerable each year, particularly the poor and marginalized.

Climate change is increasing the frequency and intensity of these climate-related hazards, leading to a higher number of deaths and injuries as well as increased property and economic losses. Human vulnerability to natural hazards is further exacerbated by ongoing environmental degradation, high population densities in exposed areas, increased frequency of extreme weather events and lacking or ineffective government policies.

Environmental degradation reduces the capacity of these ecosystems to provide important services to communities like food, firewood, medicines and protection from natural hazards. It also greatly reduces a landscape's ability to sequester carbon - a crucial element in climate change mitigation.

The most vulnerable are often those who are most dependent on natural resources for their livelihoods. Ecosystem restoration and sustainable management of natural resources can therefore play a critical role in people's ability to prevent, cope with and recover from disasters.

This Action, more precisely, activities under Result 3 are specially focused on relevant agri-eco information in order to identify optimal and sustainable use of natural resources. Data may reflect the price tags of externalities and suggest recommendations for minimizing costs, or it can also demonstrate regional and local forecasting for successful agricultural production. Providing appropriate information to decision makers is pivotal to ensure good environmental management practice and by extension, reduce disaster risks.

7. SUSTAINABILITY

The action will produce sustainable results since it is designed to support the already existing beneficiary institution and structures that are already in place.

Construction works and procurement of necessary equipment for emergency response and disasters would enable the filling of technical capacities of existing professional services within the existing institutions. Sustainability for Activities under Result 1 will be ensured through the budget of the Ministry of Interior for the purpose of proper maintenance of the procured equipment. Ministry of interior will increase budget for maintenance of equipment and for operational costs and the Ministry of Health will increase the funds to the Institute of Public Health and the Emergency Medical Institute in the form of financial transfers. The funds would be intended for maintenance of already existing and newly acquired medical, laboratory, and protective equipment as well as the provision of consumables and the maintenance of equipment to ensure a state of continuous readiness 24 hours a day throughout the year.

Regarding result 2, the education centre is fully staffed and will assure the installation and maintenance of all installed equipment. All follow up operating costs will be covered by the current budget of the education centre. In addition, all procured equipment for civil protection commissioners will be serviced and maintained by the CPUs. Maintenance of equipment of the MRSS is covered by a support agreement with the Serbian Ski Resorts and the Directorate for Civil Aviation. Contracts with those companies have specific lines and paragraphs covering the maintenance of all equipment owned by MRSS.

Under Result 3, the introduction of sustainable agriculture is foreseen as the practices that meet current and future societal needs for food, for ecosystem services, and for healthy lives. Additionally, the development of sustainable agriculture must accompany advances in the sustainability of energy use, manufacturing, transportation and other economic sectors that also have significant environmental impacts.

Given that the activities do not include a significant change in the staff structure and the engagement of additional people is not foreseen, existing sources of employee salaries and their engagement in the event of emergency situations would be sufficient for the functioning of the newly established technical capacities and equipment and its long-term standby operation.

8. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action. The implementation of the communication activities shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicise the fact that the Action is funded from the EU in line with the EU communication and visibility requirements in force. All stakeholders and implementing partners shall ensure the visibility of EU's financial assistance provided through IPA II throughout all phases of the programme cycle.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process, as well as the benefits of the action for the general public. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds. Visibility and communication aspects shall be complementary to the activities implemented by DG NEAR and the EU Delegations in the field.

It is important to point out that EU visibility will be increased by the equipping of the fire protection and rescue teams, medical teams, Mountain Rescue Team of Serbia and 900 representatives of civil protection services.

The activities under Result 3 regarding the introduction of climate sensitive agriculture in Serbia will enhance an active participation of agriculture advisors, farmers, students, representatives of LSGs and national institutions in promoting climate-smart agriculture and in the transfer of climate-smart technologies to farmers across the country which will contribute to a higher visibility of EU financial assistance.