

Standard Summary Project Fiche – IPA centralised programmes
(Regional / Horizontal programmes ; centralised National programmes)

1. Basic information

1.1 CRIS Number: 2007/19322

1.2 Title: Twinning project – Strengthening Administrative Capacities for Protected Areas in Serbia (Natura 2000)

1.3 ELARG Statistical code: 03.27

1.4 Location: Belgrade, Serbia

Implementing arrangements:

1.5 Contracting Authority: EC Delegation

1.6 Implementing Agency: N/A

1.7 Beneficiary: Ministry of Environment, Republic of Serbia

Financing:

1.8 Overall cost: €Million

1.9 EU contribution: € Million

1.10 Final date for contracting: 3 years after the signature of the Financing Agreement

1.11 Final date for execution of contracts: 5 years after the signature of the Financing Agreement

1.12 Final date for disbursements: 6 years after the signature of the Financing Agreement

2. Overall Objectives and Project Purpose

2.1 Overall Objective:

Strengthen the capacity of the competent bodies at central level as well as regional/local authorities to implement and enforce environmental legislation in designated protected areas in Serbia

2.2 Project purpose:

The purpose of this project is to contribute to the creation of pre-conditions for the establishment of a nature protection management system. More specifically, to improve protection of endangered species and their habitats in Serbia, to raise knowledge in the preservation of Serbia's natural heritage and increasing the capacity to implement *Acquis* legal standards in nature protection.

2.3 Link with AP/NPAA /EP/ SAA:

One of the short-term environmental priorities of the European Partnership is to "Strengthen the administrative capacity notably of institutions and bodies in charge of planning, permitting, inspecting and monitoring, as well as project management". The medium-term priority includes implementing and enforcing legislation approximated to EU legislation." The main short- to medium-term European Partnership priority for Serbia is to move closer to EU standards in the environmental sector, including implementation of strategies to counter pollution

Under the **Article 116 of the SAA**, financial assistance may cover all sectors of co-operation, paying particular attention to... approximation of legislation, economic development and environmental protection.

Agenda 21 also calls for a promotion of sustainable human settlement development, Integration of environment and development in decision-making, Protection of atmosphere, and Conservation of biological diversity. One of Instrument for Pre Accession (IPA) components is Institution building and human resources building. This project would contribute to achieve UN Millennium goals – “Ensure sustainability of environment” and “Development of global partnership for development”.

2.4 Link with MIPD:

The main priorities and objectives of the MIPD under the priority axe European Approximation of Sectoral Policies include support to the approximation and implementation of Environmental legislation and related strategies; reinforced administrative capacity of authorities at central, regional and local level in charge of management, implementation and enforcement of environmental legislation and standards.

2.5 Link with National Development Plan:

N/A

3. Description of project

3.1 Background and justification:

The Ministry of Environment is responsible for the overall harmonisation and implementation of environmental legislation in Serbia. The Ministry has recently prepared a number of laws harmonised with relevant EU regulations that are adopted by the National Parliament: Law on Environmental Protection, Law on EIA, Law on SEA, and Law on IPPC. MSEP-DEP is also preparing a number of laws among others - the Law on Nature Protection, which has been adopted by the Government and submitted to Parliament for adoption.

As a general problem the institutional capacity at the republic, provincial and local government level is insufficient to carry out wide ranging reforms of environmental policy. Responsibilities for environmental policy and management are spread across several government institutions with weak coordination, both horizontal and vertical. There is an evident lack of capacity at local level, therefore, further division of competences in terms of decentralization in implementing policy and regulations would require adequate capacity building.

Harmonisation of nature protection laws and protection of biodiversity field with international conventions and EU regulations require strengthening of administrative capacity, development of financial instruments and educative material. This project will comprise harmonisation of sub-laws with EU regulations, establishment of protected areas in accordance with EU criteria, as well as training for central and local level administration, academia, experts and NGOs representatives, and broader public.

Intensive economic development, building of road infrastructure, exploitation of natural resources (forests, agriculture, GMO, mineral resources) can permanently endanger natural

heritage and wildlife conservation, in particular flora and fauna species and their respective habitats. Preservation of wild fauna and flora would not be effective nor operational without networking such protected areas with habitats of endangered species and connecting them into designated “green belts”.

The Law on Nature Protection and relevant sub-laws will be harmonized with the following EU legislation:

- Council Directive on the conservation of wild birds (1979L409/EEC)
- Council Directive on the conservation of natural habitats and of wild fauna I flora (1992L0043-EEC)
- Pan-European Strategy on bio- and landscape diversity.

Nature protection rests in the hands of the Ministry of Environment. Close cooperation is required with the Ministries of agriculture, forestry and water management, Ministry for capital investments. Such inter-ministerial cooperation is further supplemented by complementary consultation with the Institute for Nature Protection, municipalities and private land owners.

3.2 Assessment of project impact, catalytic effect, sustainability, and cross border impact:

This project will contribute to fulfilment of EU environmental standards in Serbia, which will result in a better quality of life for Serbian citizens. A consistent realization of EU's legislation and standards in the field of environment protection will result in a rising awareness in Serbia of the importance of environmental protection and conservation of the country's natural heritage.

Sustainable development meets the demands of current generations without compromising the needs of future ones. This implies that sustainable development is embedded in a coordinated approach that encompasses technological, economic and social activities in the overall development in which natural resources and man-made resources of the Republic of Serbia are used with the objective of preserving the quality of the environment. This requires a comprehensive and integrated approach to policy formulation and implementation in the agricultural, energy, transport and social sectors. Environmental protection should be seen as an integral part of overall social and economic development.

3.3 Results and measurable indicators:

Expected results of this project are:

- i. Ministry for Science and Environmental Protection – Ministry of Environment and selected key stakeholders have knowledge and capacity to enforce nature protection legislation in Serbia;
- ii. Habitats of wild species of flora and fauna are identified;
- iii. Natura 2000 Network of protected areas is established;
- iv. System of management of protected areas is implemented;
- v. GIS in system of nature protection is established and staff trained for its usage;
- vi. Investment projects for management of protected areas and Natura 2000 network are identified, including economic assessments of cost & benefit of Natura 2000 in Serbia;

- vii. Established EMERALD network in Serbia;
- viii. Public awareness on importance of protection of nature and biodiversity is raised.

3.4. Activities:

The Activities of this project are as follows:

- i. Preparation of draft of the subsidiary legislation for framework law on nature protection;
- ii. Assistance in development of national nomenclature for habitats classification harmonized with EU standards;
- iii. Identification of habitats in accordance with Birds Directive (SPAs);
- iv. Integration of list of species and habitats developed within "Development of EMERALD network in Serbia and Montenegro" – Birds Directive (SPAs);
- v. Trainings and workshops on nature protection issues;
- vi. Development of training, educative and promotional material;
- vii. Development of guidelines for management of protected areas;
- viii. Establishing trans-boundary cooperation in management of protected areas.
- ix. Preparation study on development and maintenance of GIS in system of nature protection with next instruction:
 - which data will be stored;
 - how will data entry take place;
 - which validation rules are to be applied;
 - how will data will be transferred from other databases to the central database;
 - how will the reporting take place;
 - address the financial, human and technical needs required to develop and maintain;
- x. Acquisition of necessary technical equipment for GIS development;
- xi. Training programmes on GIS development and maintenance;
- xii. Public awareness building campaign.

The Activities will be implemented by a Twinning Contract

3.5. Conditionality:

A sufficient number of employees in the Ministry of Environment, and other related institutions in charge of nature protection should be in place prior to the implementation of this project. Project implemented through a Twinning requires full commitment and participation of the senior management of the beneficiary institution.

In addition to providing the Twinning partner with adequate staff and other resources to effectively operate, the senior management must be fully involved in the development and implementation of the policies and institutional change required to deliver the project results.

Implementation of the project is also conditioned upon involvement and commitment of the stakeholders towards fulfillment of the project objectives.

3.6. Linked activities

Development of Natura 2000 network in R. Serbia is connected with following projects:

- Development of Strategy for Biodiversity Protection, financed by GEF/UNDP;

- "Development of EMERALD network in Serbia and Montenegro" financed by Council of Europe;
- "Inventory of wetlands and other wet habitats in Serbia", financed by MSEP-DEP;
- "Ex situ protection of biodiversity of aquatic ecosystems in Serbia», financed by MSEP-DEP;
- "Harmonization of national nomenclature of classification of habitats with international standards (EUNIS system of classification), financed by MSEP-DEP;
- "Centres of flora biodiversity in Serbia, guidelines for evaluation and implementation of protection strategy" (IPA), financed by MSEP-DEP;
- Establishment of Green Belt in Serbia as part of European Green Belt Project, financed by MSEP-DEP.

3.7. Lessons learned

The Ministry of Environment is preparing the new Law on Nature Protection that will be harmonized with relevant EU directives. This law will enable the establishment of the Natura 2000 network in Serbia (network of protected areas). In order to establish Natura 2000 network, it is necessary to develop uniform methodology for selection of areas, and to promote them. Acquired experiences shows that state administration does not have enough capacity for implementation and enforcement of EU Nature Conservation Directives, and especially lack of financial instruments, and information system in the field of nature and biodiversity protection.

4 Indicative Budget (amounts in million €)

Activities	TOTAL COST 1 Million Euro	SOURCES OF FUNDING										
		EU CONTRIBUTION				NATIONAL PUBLIC CONTRIBUTION					PRIVATE	
		Total	% *	IB	INV	Total	% *	Central	Regional	IFIs	Total	% *
Activity 1		1	100	1								
contract 1.1	1	1	100	1								
contract 1.2												
Activity 2												
contract 2.1												
contract 2.2												
.....												
TOTAL	1	1	100	1								

* expressed in % of the Total Cost

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1.1	T+2Q	T+3Q	T+9Q

All projects should in principle be ready for tendering in the 1ST Quarter following the signature of the FA

6. Cross cutting issues (where applicable)

Development Policy Joint Statement by the Council and the European Commission of 10th November 2000 establishes that a number of Cross-cutting Issues shall be mainstreamed into EC development co-operation and assistance.

Cross-cutting issues will be addressed in the project so as to comply with the best EU standards and practice in that area and in a way which demonstrates how they will be dealt with within the project's framework, its activities and outputs.

Cross-cutting issues will be addressed in a proactive manner, and will present a specific component of projects (at all levels of projects' development, starting from the project identification stage). Synergies between the projects and the objectives will be identified and developed. Also, the projects' objectives and activities need to be screened in order to ensure they won't impact negatively on gender equality, minorities' inclusion and environment.

Finally, the beneficiary will make sure its objectives, policies and interventions have a positive impact on and are in line with the main principles of gender equality, minorities' inclusion and environment.

6.1 Equal Opportunity:

N/A

6.2 Environment:

The project will directly contribute to the improvement of environmental and living conditions in Serbia by targeting one of the most critical environmental problems... This project will contribute to fulfilment of EU environmental standards in Serbia, which will result in rising of quality of life of citizens and increasing the quality of environment. Meeting EU standards in the field of environmental protection will put sustainable development at the centre of Serbian environmental policy making. The long-term strategy of the Republic in the field of environmental protection is: to improve the quality of life of the population by providing the desired environmental conditions and by preserving the natural environment based on sustainable environmental management

6.3 Minorities:

N/A

ANNEX I: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche	Programme name and number Twinning project – Strengthening Administrative Capacities for Development of Network of protected Areas (Natura 2000)	
	Contracting period expires 5 years after the signature of the Financing Agreement	Disbursement period: expires 6 years after the signature of the Financing Agreement
	Total budget: €1,000,000	IPA budget: 1,000,000

Overall objective	Objectively verifiable indicators	Sources of Verification	
Strengthen the capacity of the competent bodies at central level as well as regional/local authorities to transpose and implement environmental Acquis	Start enforcement of the Acquis, Number of documents and reports related to the Acquis Improvement of environmental conditions in Serbia	Official Gazette, other relevant legal acts, inspection reports	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
To create pre-conditions for establishment of a system for nature protection management To improve protection of endangered species and their habitats in Serbia, To raise knowledge and capacity to implement <i>Acquis communautaire</i> in nature protection field.	Activities on creation of a system for nature protection management	Reports, other relevant legal acts	Sufficient administrative capacities and its capability to efficiently absorb technical assistance;
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
Capacity of key stakeholders to enforce nature protection legislation in Serbia; Secondary legislation on Natura 2000 in line with EU regulations is drafted Habitats of wild species of flora and fauna are identified; Natura 2000 Network of protected areas is established; System of management of protected areas is implemented; GIS in system of nature protection is established and staff trained for its usage; Investment projects for management of protected areas and Natura 2000 network are identified;	Faster and more efficient delivery of services provided by the trained staff-reduced time for processing administrative documents; Number of legislation drafted and submitted for adoption. Nomenclature on wild species habitats Decision on establishment of the network Guidelines for management of protected areas Equipment purchased and installed – number of training for proper equipment usage Developed Project documents	Analysis and reports on quality and efficiency (timing) of service delivery; Governmental decision on adoption of secondary legislation package Official journal, other relevant governmental and scientific documents Relevant governmental and scientific documents Relevant governmental act Procurement invoices, screening reports Project database report	Administrative capacities of MSEP-DEP and municipalities are sufficient for project realization; No delays in legislation passing, good cooperation between stakeholders

Established EMERALD network in Serbia; Public awareness and training on importance of protection of nature and biodiversity is raised.	Decision on establishment of the EMERALD Number of seminars, public discussion debates, promotion materials	Relevant governmental act Evaluation questioners and reports on seminars and debates conducted, promotion material	
Activities	Means	Costs	Assumptions
Preparation of draft of the subsidiary legislation for framework law on nature protection; Development of national nomenclature for habitats classification harmonized with EU standards; Integration of list of species and habitats developed within "Development of EMERALD network in Serbia and Montenegro" – Birds Directive (SPAs); Trainings and workshops on nature protection issues; Development of guidelines for management of protected areas; Establishing transboundary cooperation in management of protected areas. Preparation study on development and maintenance of GIS in system of nature protection and acquisition of necessary technical equipment for GIS development; Training programmes on GIS development and maintenance; Public campaign	Twinning Service contract Supply contract	€1,000,000 including 3% contingencies	Sufficient number of staff and their readiness to further their knowledge in chemical management field; Enough space for instalment of equipment; an adequate amount of recourses for its regular maintenance; sufficient number of skilled IT staff; Sufficient level of cooperation between various stakeholders

ANNEX II: amounts (in M€) Contracted and disbursed by quarter for the project

Contracted	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11
Contract 1.1			1.0								
Contract 1.2											
Contract 1.3											
Contract 1.4											
.....			1.0								
Cumulated			1.0								
Disbursed											
Contract 1.1			800,000						200,000		
Contract 1.2											
Contract 1.3											
Contract 1.4											
.....											
Cumulated			800,000						1,000,000		

ANNEX III

Description of Institutional Framework

The Ministry of Environment is in charge of implementation and monitoring of this project. The work, mandate and authorisations of the Ministry are regulated by the Law on Ministries (adopted on May 15, 2007 (Official Gazette of Republic of Serbia no. 48/07) – i.e. Article 17.

The Ministry consists of the following departments:

- Strategy and Policy Development Sector
- Sector for Prevention of Environmental Pollution
- Nature Preservation Sector
- Sector for EU Integration and International Cooperation in the Area of Environment
- Sector for Monitoring of Implementation of Regulations in the Area of Environment and for Management and Supervision Affairs
- Sector for Common Affairs and Financial Management
- Inspection Sector

ANNEX IV

Reference to laws, regulations and strategic documents:

Reference list of relevant laws and regulations

General:

- Constitution of the Republic of Serbia
- Law for the Implementation of the Constitution of the Republic of Serbia
- National Strategy for Serbia and Montenegro's Accession to the European Union
- Action Plan for the Implementation of the European Partnership

Environment:

- National Environmental Plan
- National Environmental Strategy
- Law on Environmental Protection
- Law on Integrated Environmental Pollution Prevention and Control (published in the "Official Gazette of the Republic of Serbia", No. 135/2004)
- Law on Strategic Environmental Impact Assessment (Published in the "Official Gazette of the Republic of Serbia", No. 135/2004)
- Law on Environmental Impact Assessment (Published in the "Official Gazette of the Republic of Serbia", No. 135/2004)
- Main Administrative Structures Required For Implementing The *Acquis*

- Council Directive on the conservation of wild birds (1979L409/EEC)
- Council Directive on the conservation of natural habitats and of wild fauna I flora (1992L0043-EEC)
- Pan-European Strategy on bio- and landscape diversity.

Reference to AP /NPAA / EP / SAA

One of the short-term environmental priorities of the European Partnership is to "Strengthen the administrative capacity notably of institutions and bodies in charge of planning,

permitting, inspecting and monitoring, as well as project management". The medium-term priorities include implementing and enforcing legislation approximated to EU legislation." The main short to medium term European Partnership priority for Serbia is to move closer to EU standards in the environmental sector include implementation of strategies to counter pollution

Under the **Article 116 of the SAA**, financial assistance may cover all sectors of co-operation, paying particular attention to... approximation of legislation, economic development and environmental protection.

Agenda 21 also calls for a promotion of sustainable human settlement development, Integration of environment and development in decision-making, Protection of atmosphere, and Conservation of biological diversity. One of Instrument for Pre Accession (IPA) components is Institution building and human resources building. This project would contribute to achieving of UN Millennium goals – "Ensure sustainability of environment" and "Development of global partnership for development".

National Strategy of Serbia for the Serbia's Accession to the European Union (Strategy) and the National Environmental Programme (NEP) are basic national documents defining strategic development framework in the field of environmental protection.

- One of the strategic goals and directions of development and harmonization regarding EU requests, within the National Strategy of Serbia for the Serbia's Accession to the European Union, is practical implementation of the legal acts concerning environmental protection. Strategy gives requirements in the approximation process, among which are to strengthen administrative and human capacities for strategic planning in the area of environment, various types of licences, inspection, monitoring of environmental elements, and project management; establishment of institutions in such a way that they will efficiently monitor and implement activities relating to the EU approximation.
- In the Serbia's Implementation Plan for European Partnership within Sector Policies – Environment, for recommendations: "Strengthen administrative capacities dealing with planning, licensing, inspection, monitoring and project management" as well as "Strengthen administrative capacities for harmonisation of laws", "Adopt and start implementation of National Strategy for Environmental Protection".
- The Project is in compliance with the priorities of the Draft National Environmental Programme (Strategy) - NEP where the short-term period overall goal is to build an effective environmental policy and enforcement framework (compliant with the EU environmental *acquis*) that will allow significant improvement of environmental quality in Serbia in the medium-term. NEP also states that EU approximation process consists of three key elements, one of which is necessity that when the legal transposition is carried out, environmental institutions need to be strengthened and financial resources should be provided to implement the new laws and regulations. For Protection of Nature and Biodiversity, the NEP sets short-term (2005-2009) and ongoing policy objectives (2005-2014). Among short-term objectives are: to adopt national legislation on nature protection and biodiversity consistent with the EU environmental *acquis* and international conventions; to develop national strategies to maintain biodiversity and geodiversity; to compile biodiversity inventory, especially the inventory of endangered ecosystems and habitats of rare and endemic species by 2006; to establish monitoring of biodiversity components. Ongoing policy objectives are: to halt the loss of biodiversity by 2010 in accordance with the Kiev declaration; to expand the coverage of nature protected areas to 10% of the national

territory; to prepare and implement action plan for conservation and sustainable use of wetlands; to ensure conservation, improvement and extension of the existing forest ecosystems; to improve management of protected areas of national and international significance (information system, supervision of economic and tourism activities, implementation of protection and development plans, streamlining competencies etc); to establish eco-corridors to link fragmented fragile eco-systems; to improve protection of Important Bird Areas; to improve protection of autochthonous species and halt introduction of invasive species.

Reference to MIPD

The main priorities and objectives of the MIPD under the priority axe European Approximation of Sectoral Policies include support to the approximation and implementation of Environmental legislation and related strategies; reinforced administrative capacity of authorities at central, regional and local level in charge of management, implementation and enforcement of environmental legislation and standards.

Reference to National Development Plan

N/A

Reference to national / sectoral investment plans

N/A

ANNEX V

Details per EU funded contract (*) where applicable:

Preparation of draft of the subsidiary legislation for framework law on nature protection;

Assistance in development of national nomenclature for habitats classification harmonized with EU standards;

Identification of habitats in accordance with Birds Directive (SPAs);

Integration of list of species and habitats developed within "Development of EMERALD network in Serbia and Montenegro" – Birds Directive (SPAs);

Trainings and workshops on nature protection issues;

Development of training, educative and promotional material;

Development of guidelines for management of protected areas;

Establishing trans-boundary cooperation in management of protected areas.

Preparation study on development and maintenance of GIS in system of nature protection with next instruction:

- which data will be stored;
- how will data entry take place;
- which validation rules are to be applied;

- how will data will be transferred from other databases to the central database;
- how will the reporting take place;
- address the financial, human and technical needs required to develop and maintain;

Acquisition of necessary technical equipment for GIS development;

Training programmes on GIS development and maintenance;

Public awareness building campaign.