

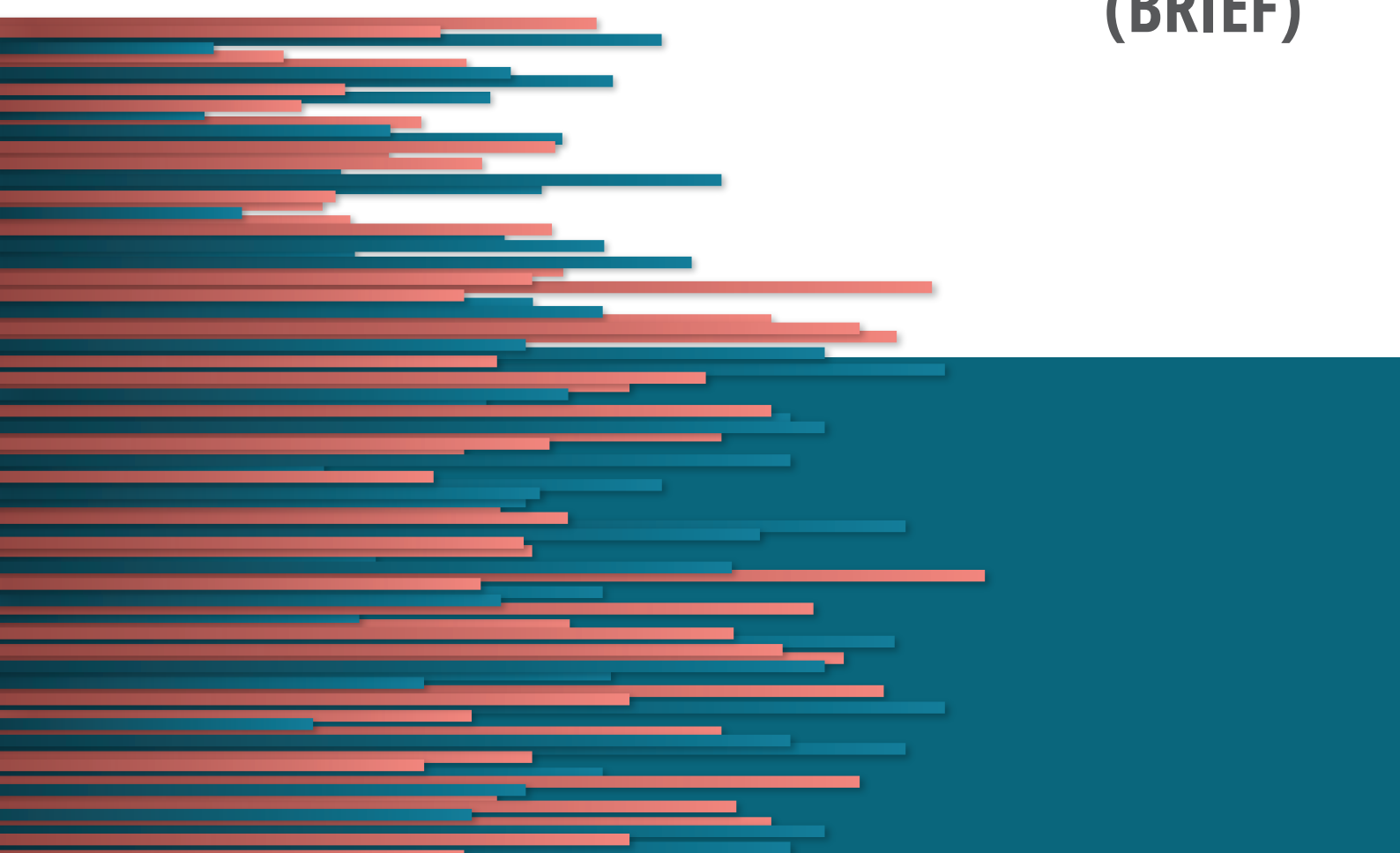


Kharkiv institute for social research

UNITED NATIONS DEVELOPMENT PROGRAMME IN UKRAINE

ASSESSMENT OF THE INSTITUTIONAL CAPACITY OF THE MAIN DEPARTMENT OF THE STATE EMERGENCY SERVICE OF UKRAINE IN DONETSK OBLAST

(BRIEF)



This report contains the results of the assessment of the institutional capacity of the Main Department of the State Emergency Service of Ukraine in Donetsk Oblast, including the studies of work activity management, human resources, interaction with the community, logistic and maintenance support and other factors. It also includes some conclusions and recommendations for improving the work of the police in the oblast.

With the purpose of implementation of this assessment, a special original toolkit has been developed, the questions of which were based on the provisions of the UNDP Capacity Assessment Methodology and the Criminal Justice Assessment Toolkit created by the United Nations Office on Drugs and Crime, taking into account some local peculiarities of the legislation and the system of management of governmental authorities.

The information was obtained from responses to the inquiries and collected during the interviews with key personnel of the State Emergency Service in Donetsk Oblast. In total, 25 in-depth interviews were completed over the period from October 2019 to February 2020.

This report may be useful for personnel of the State Emergency Service (SES), representatives of local authorities, international and national NGOs, as well as for anyone interested in community security and participation of population in law enforcement in Ukraine.

KEY OBSERVATIONS

- 1.** Although the key priorities of activities of the SES are defined as “responding to fires and emergencies calls; coordination of actions of the central and local self-governance bodies; preventive, preparatory, educational and training activities”, the fact that the Joint Forces Operation is being conducted in Donetsk Oblast, makes some adjustments to such activities. Thus, the tasks shall be carried out in cooperation with the Joint Forces Command, but it is often impossible under the conditions of the ongoing armed conflict. If there is a threat to life and health of personnel, the team and emergency equipment are forwarded to the place of call after cessation of shelling in the specified area and upon approval by the authorized representatives of military formations.
- 2.** The key indicators of assessment of activities of the SES in Donetsk Oblast include the following: efficiency of response to emergencies and events; readiness to respond to emergencies; detection and destruction of explosive objects (quantity); ensuring operation of the Unified State System of Civil Protection; technogenic and fire safety; operation of the systems of early detection of emergencies and notification of the population in case of their occurrence.
- 3.** In fact, SES is a key actor that organizes and coordinates the work to overcome the consequences of fires and emergencies in the oblast. That is why the management of SES actively cooperates with all representatives of government authorities and local self-governance within the Commission for technogenic and Environmental Safety and Emergencies during preparation of the Plan of Basic Measures for Civil Protection of Territorial Subsystem of Unified State System of Civil Protection in Donetsk Oblast for a year. A separate line of cooperation is the provision of methodological assistance to the amalgamated territorial communities (hereinafter referred to as ATCs) regarding the formation of units for civil protection in the ATCs; creation of civil defense forces in the ATCs; creation of units of territorial subsystems of the Unified State System of Civil Protection in the ATCs.
- 4.** Given the fact that there are a large number of enterprises in the oblast, that offer a fairly competitive salary, it is not easy for the Main Department of SES in Donetsk Oblast to compete with such enterprises, which causes a certain shortage of personnel. In general, the shortage of personnel is not critical and does not affect the efficiency of SES in the oblast, however it is quite high in some units, which increases the burden on staff members. The most acute shortage is observed for positions of drivers and squad leaders, as well as in the Emergency Rescue Squad of Special Purpose of the Main Department. The issue of needs in qualified professionals for staffing of middle and senior command personnel positions remains critical in almost all subordinate divisions of the Main Department.
- 5.** The functional responsibilities of staff members of SES in Donetsk Oblast include continuous improvement of professional training in the following areas: functional training; profile training; tactical training; general physical training; special physical training; first aid training; humanitarian training; psychological training. The main forms of training within the in-service training system include training sessions in groups at the duty location and self-training, which take place according to the schedule when the personnel is not on field trips. This process is controlled rather strictly by the management of the Department; the results of the inspections conducted in Donetsk Oblast are considered at meetings of the Board of the Main Department of SES and determine the disciplinary practice (rewards and sanctions) of the management of SES divisions.

- 6.** Keeping up in readiness for actions on purpose and maintenance of coherence in work are provided by carrying out the special tactical trainings within the territory of the oblast. Such trainings involve not only the divisions of the Main Department of SES in Donetsk Oblast, but also the operational services and forces in towns and districts, the National Police, the Armed Forces, other bodies and departments. All measures are planned in advance in the Plan of Basic Civil Protection Measures for a year.
- 7.** Donetsk Oblast is the initiator of creation of Safety and Security Centers; currently 11 safety and security centers for citizens are already created, 3 safety and security centers are about to be created, and 14 more safety and security centers are planned to be opened in the future. Activities of the created safety and security centers of the communities are aimed at performing a number of tasks, the most important of which are identifying dangerous objects, extinguishing low-complexity fires, clearing roads of snowdrift sites and assistance in cases of stuck vehicles, and providing first aid in emergencies. At the same time, the expenses for opening and maintaining such safety and security centers are often too high for most of the communities in the oblast.
- 8.** There are at least 24 high-risk facilities in terms of technology-related risks within the government-controlled areas of Donetsk Oblast. The Main Department of SES in Donetsk Oblast is actively monitoring those facilities. Every year, in cooperation with local authorities, the plan of preventive work for critical infrastructure facilities is developed, as well as the plans to involve the personnel and emergency equipment, which will ensure, if necessary, gradual deployment of regional and subsequently national forces to eliminate consequences of technogenic events or large fires.
- 9.** The key areas of informing the residents of the oblast about the activities of the Main Department of SES include preparation of thematic materials and programs for the media; taking measures aimed at joint activities; participation of representatives of SES in working groups on community security and social cohesion at the community level and meetings with representatives and the management of SES, that are held in communities on a regular basis.
- 10.** The activities of SES in Donetsk Oblast have some features and priorities that are not typical for the work of SES in the country in general. Among them, the most significant is high contamination of the region with explosive remnants of war, and a powerful sapper unit was created for elimination thereof. A significant amount of demining work is carried out in the water, in the areas of the Sea of Azov, and for that purpose, an aerial reconnaissance platoon has been created.
- 11.** Another feature of Donetsk Oblast is the presence of several checkpoints of the “contact line”, and thousands of people cross them every day. SES in Donetsk Oblast has equipped and maintains the operation of special tents at these points; since their opening it has provided various types of assistance to more than 80 thousand people (including more than 6 thousand children and more than 17 thousand elderly people).
- 12.** The Main Department of SES has a modern center that receives messages by phone. Recently, due to new equipment and staff increase, availability of information received from mobile phone is gradually increasing: for comparison, while in 2018 staff members of the Main Department of SES processed 1.5 million calls, only during 10 months of 2019 they received and processed 1.256 million calls. At the same time, there is an additional potential to increase this availability under condition of the provision of coverage of all mobile operators over the settlements located along the “contact line” and development of the services of forwarding of calls intended for other services.

- 13.** The average travel time of a fire truck to the place of fire in Donetsk Oblast is 14.8 minutes. At the same time, there are some areas in the oblast, where the truck can not arrive earlier than in 40 minutes. These are settlements that are under shooting attacks, as well as some remote settlements in rural areas. The team is obligatory sent to the place of fire or emergency, but its arrival may be postponed if there is a shooting or firefight in such place, and in this case the management of SES agrees its actions with the militaries and awaits for the end of military operations.
- 14.** The plans of response to possible emergencies are updated every year in cooperation with local authorities, and their key positions are subsequently included in the plan of the Main Department of SES in the oblast. In addition, the Main Department of SES is constantly working with all bodies and organizations that may have impact on security in the oblast. For that purpose, training methods courses are conducted with heads of the road safety service of territorial bodies, educational institutions, research institutions, SES divisions of central subordination, as well as with heads of medical units (health care institutions) of territorial bodies.
- 15.** In general, the Main Department of SES in Donetsk Oblast actively cooperates in terms of co-financing with the state, regional and municipal budgets, international organizations and foundations, which allows to solve many problems related to funding. During the last few years, the Main Department of SES in Donetsk Oblast has renovated the premises of the Department and equipped them with modern furniture. But the premises of territorial divisions are in different conditions: from well-renovated and equipped with modern furniture to those that need repair and furnishing.
- 16.** Taking into account the proximity to the area of armed conflict, as well as related problems with the supply of electricity to settlements, the Main Department of SES has successfully resolved the issue of providing the divisions with generators. With the participation of international donors, it purchased mobile generators that were later installed on automobiles, which enables to gather forces and restore the electricity supply in due time. All fire fighting and rescue departments along the "contact line", and every fifth department in the oblast in general, are provided with generators.

RECOMMENDATIONS

- 1.** It is necessary to continue improving the technical equipment of the Department in order to provide better service to the communities. The most important actions for further development should be the following: creation of the water safety and security centers for citizens, which should be equipped with floating crafts/boats with shallow draft for water rescue, equipping all divisions of SES with extinguishers for ground fire, knapsack tanks, equipment for their transportation.
- 2.** In order to develop better response system and to improve the call center performance, there is a need to equip an additional operator's workstation, which will work with forwarding of calls to other services or bodies. This will reduce the processing time of calls.
- 3.** It is necessary to develop new channels of interaction with various segments of the population, especially with young people. In order to create modern content for posters, television and social networks, it is necessary to conduct advanced training of employees (for work with social networks, for creation of attractive photo and video content) who are engaged in public relations, as well as to provide modern equipment.
- 4.** When selecting and training the personnel in specialized educational institutions, it is important to pay special attention to moral and business qualities of prospective officers.
- 5.** It is necessary to create some separate programs for selecting and training rescue officers for their work in the area of the Joint Forces Operation and along the "contact line".
- 6.** It is essential to pay attention to the medical care of employees of SES, especially with regard to provision of health insurance and specialized medical care.

