

Template of the Disaster Risk Reduction Programme for the River Basins of the Republic of Serbia

with instructions and proposed possible measures, activities and projects

Methodological note: The Programme has been designed in accordance with the Law on the *Planning System of the Republic of Serbia* (Official Gazette of RS no. 30/2018 of 20 April 2018)¹ and the *Draft Decree on the Methodology of Public Policy Management, Assessment of Impact of Public Policies and Regulations and the Content of Individual Public Policy Documents* of 05 January 2017.²

1. Introduction – On the Initiative of Local Self-Government Association by River Basin for the Purpose of More Efficient Disaster Risk Reduction

In May 2014 Serbia suffered floods on a scale unrecorded in the past 120 years. They threatened the lives, health and property of more than 1.6 million people (22 per cent of the total population) in 38 municipalities in central and western Serbia. According to the results of damage assessment, which was carried out with the support of the European Union, the United Nations and the World Bank, total flood damage amounted to 1.7 billion euros, or more than 4 per cent of GDP. It is estimated that 125,000 citizens fell below the poverty line following the flood, which resulted in an increase in poverty by almost 7 per cent compared to the level of the year before. In September 2014, barely four months after the May floods, three municipalities of the Bor District in the eastern part of Serbia were hit by heavy flash floods that triggered a number of landslides and emergencies declared in that part of Serbia.

The above events were the reason for changed approach, new institutional solutions and new public policies related to disaster risk reduction and emergency management – both at the central and local self-government levels.

Local self-governments recognised the importance of mutual cooperation for the purpose of reducing common natural disaster risks, responding in emergencies, as well as post-disaster recovery.

Thus, **the first meeting of representatives of the cities and municipalities of the Western Morava River Basin was held in Kraljevo in March 2016**, at the initiative of the competent Civil Protection Department (then named Department of Defence Affairs and Emergencies and Engineering-Geological and Seismic Affairs) of the Kraljevo City Administration. This initiative was supported by the Public Investment Management Office (PIMO), the Standing Conference of Towns and Municipalities (SCTM) and the United Nations Development Program (UNDP). The meeting identified common natural disaster risks, as well as the activities that would be implemented in case of future cooperation.

This cooperation was formalised by formal signing of the ***Cooperation Protocol of the Cities and Municipalities in the Western Morava River Basin*** for the purpose of common risk reduction and rapid recovery after natural and other disasters, **in Kraljevo on 10 February 2017**, in the presence of government officials, representatives of relevant public enterprises and institutions, associations and international organisations. The protocol was signed by all 17 cities and municipalities of the river basin. The first Western Morava River Basin meeting was held in Vrnjačka Banja in March 2017, when the Technical Coordination Team was established and the Technical Team Secretary as well as his deputy were appointed, and when the proposed activities for the next period were adopted.

¹ Retrieved from: <http://www.parlament.gov.rs/upload/archive/files/lat/pdf/zakoni/2018/2386-17%20lat.pdf> on 16 July 2018.

² Retrieved from: https://www.paragraf.rs/nacrti_i_predlozi/050117-uredba_o_metodologiji_upravljanja_javnim_politikama_analizi_efekata_javnih_politika_i_propisa_i_sadrzaju_pojedinačnih_dokumenata_javnih_politika.html on 10 April 2018.

The launch of the initiative of association of the Western Morava River Basin cities and municipalities was immediately followed by association in the Kolubara river basin, so the initiative for the **Kolubara River Basin Cooperation Protocol** was signed in Obrenovac on 23 December 2016. Eight of the total of 14 local self-governments of this area thus joined forces.

The 20th SCTM network, named the **SCTM Risk and Emergency Management Network** was formed in March 2017. The appointed river basin secretaries are advisors to the network coordinator and comprise the Technical Council, which, if necessary and upon the invitation of the SCTM, line office or ministry, can represent the positions of the SCTM members before domestic and international partners and institutions on the subject of prevention, emergency management, civil protection, as well as rapid recovery after natural and other disasters, of which it reports to the SCTM Secretary General, as well as the members in the first following meeting of the Network.

The support to the association of local self-governments by river basin is also provided by UNDP Serbia through the project **South East Europe Urban Resilience Building Action Network – SEE URBAN**, through the work of the Technical Task Force established on 14 June 2017. This task force brings together the secretaries of river basin coordinator teams and their deputies, as well as representatives of relevant national institutions, representing a platform for discussion and joint planning of future activities.

Two more protocols were signed at the ceremony at the Belgrade City Assembly on **22 February 2018**: the **Cooperation Protocol of the Cities and Municipalities in the Great Morava River Basin** (12 cities and municipalities) and the **Cooperation Protocol of the Cities and Municipalities in the Upper Danube River Basin – Banat Watercourses** (19 local self-governments). The Drina river basin association initiative was signed at the meeting in Loznica on 13 June 2018, in the presence of “observer” local self-governments from Bosnia and Herzegovina.

Numerous working meetings, discussions, training sessions and conferences were held, at which the representatives of river basins acted jointly, but the operationalisation of cooperation and the “value added” of the joint approach to disaster risk reduction have not yet been fully achieved. This is expected to happen through the application of the new Law Amending the Law on Local Self-Government (Official Gazette of RS, no. 47/2018 of 20 June 2018) and the Law Amending the Law on Public Administration (Official Gazette of RS, no. 47/2018 of 20 June 2018)³.

In order to create conditions for formal and operational improvement of intermunicipal cooperation, **joint measures, activities and projects** need to be **systematically inventoried and prioritised** in a strategic document such as the Programme, which will serve as a **basis for financial planning and budgeting** of specific initiatives. This Programme will be adopted for a three-year period: 2019–2021.

1.1. Legal Basis

Joint planning and programming of funds for natural disaster risk reduction and emergency management is not envisaged by the existing Serbian legal framework, but this form of strategic public policy planning was undertaken in order to respond more efficiently to natural and other disasters that do not recognise administrative borders.

The local self-government (LSG) *shall ensure environmental protection, protection against natural and other disasters*, as prescribed by the [RS Constitution](#) (Official Gazette of RS, no. 98/2006) in Article 180, paragraph 1, item 6, and *perform other tasks of local importance specified by law (e.g. in the areas of defence, protection and rescue, fire protection, youth policy, animal welfare etc.)* in accordance with the [Law on Local Self-Government \(Official Gazette of RS, nos. 129/2007 and 83/2014 – other law and 101/2016 – other law and 47/2018\)](#), Article 20, paragraph 1, item 15.

³ Retrieved from: <http://www.parlament.gov.rs/upload/archive/files/lat/pdf/zakoni/2018/1128-18%20lat.pdf> on 17 July 2018.

Pursuant to Article 15 of the [Law on Emergencies \(Official Gazette of RS, nos. 111/09, 92/11 and 93/12\)](#), in exercising the rights and duties in the matters of protection and rescue, the local self-governments shall perform the following tasks through their bodies:

1. Pass a decision on organisation and functioning of civil protection in the territory of the local self-government unit and ensure implementation thereof in accordance with the integrated protection and rescue system;
2. Adopt a protection system development plan and programme for the territory of the local self-government unit in accordance with the Long-Term Plan of Protection and Rescue Development of the Republic of Serbia;
3. Plan and identify sources of funding for development, setting up and execution of protection and rescue tasks and civil protection development and implementation of civil protection measures and tasks in the local self-government territory;
4. Set up the Disaster Response Team;
5. Cooperate directly with the competent service, other government bodies, companies and other legal persons;
6. Cooperate with regions and municipalities of neighbouring countries, in accordance with this Law and other laws;
7. Align their own protection and rescue plans with the RS Plan of Protection and Rescue in Emergencies;
8. Identify trained legal persons of special interest for protection and rescue;
9. Ensure telecommunication and information support for protection and rescue, as well as ensure integration in the telecommunications and information system of the Service for Surveillance, Warning and Alert and liaise with it;
10. Develop and adopt the Vulnerability Assessment and the Emergency Protection and Rescue Plan;
11. Monitor for hazards, inform the population about hazards and take other preventive measures for mitigating risks of natural and other disasters;
12. Procure and maintain alarm instruments within an integrated public early warning system in the Republic of Serbia and participate in the development of the study of public early warning system coverage for the local self-government unit territory;
13. Organise, develop and implement personal and collective protection;
14. Set up, organise and equip general-purpose civil protection units;
15. Align emergency protection and rescue plans with neighbouring local self-government units.

The competent local self-government body, in cooperation with the competent service, competent bodies of the autonomous province, municipal or city disaster response team and other technical local self-government bodies shall develop the local self-government vulnerability assessment and propose to the competent local self-government body its adoption.

Article 55 of the [Water Law \(Official Gazette of RS, nos. 30/10, 93/12 and 101/16\)](#) prescribes that the local self-government adopts a Flood Protection Operational Plan for category II watercourses through its competent bodies, in accordance with the general plan and operational plan for category I watercourses, for the period of one year, not later than 30 days from the day of adopting the operational plan for category I watercourses.

In addition, the local self-government shall, for the purpose of updating the water management plan, record all occurrences and works that may affect the state of erosion and torrents and submit information on this to the public water management company once a year, in accordance with Article 61.

After a natural disaster, for the purpose of reconstruction and rapid recovery, and pursuant to Articles 15 and 16 of the [Law on Recovery after Natural and Other Disasters \(Official Gazette of RS, no. 112/15\)](#), the local self-government invites citizens to report the damage incurred without delay and not later than 15 days from the end of natural or other disaster declared. In addition, the local self-government forms the necessary number of commissions to assess the damage to citizens' property after a natural or other disaster in accordance with the Government document which regulates the uniform methodology for assessing damage from natural and other disasters, and ensures uniform

and harmonised application of the document on uniform methodology for assessing damage from natural and other disasters.

Pursuant to the [Instruction on Uniform Methodology for Assessing Damage from Natural Disasters \(Official Gazette of SFRY, no. 27/87\)](#), the local self-government is obliged to form a municipal commission, which subsequently forms the necessary number of technical commissions for assessing damage following natural and other disasters.

The possibility of joint performance of delegated tasks at the proposal of government bodies is provided for by the Amendments to the Public Administration Law of June 2018: *the public administration body may propose to the bodies of two or more municipalities, or to the bodies of municipalities and cities, jointly to ensure the performance of certain delegated tasks after determining that they are unable to perform these tasks efficiently.*

The bodies of the municipalities, or of the municipalities and cities, shall respond to the proposal within 30 days.

If the proposal referred to in paragraph 3 of this Article is accepted, a cooperation agreement regulating joint performance of delegated tasks shall be submitted to the ministry in charge of local self-government.

The approval of joint performance of delegated tasks shall be given by the Government at the proposal of the ministry in charge of local self-government, upon previously obtaining opinion of the ministry responsible for the performance of delegated tasks.

The conditions and manner of joint performance of delegated tasks shall be regulated by a Government decree.

Joint preventive action of local self-governments can be implemented through intermunicipal cooperation, in accordance with Articles 13, 88 and 89 of the Law on Local Self-Government:

Local self-governments cooperate and join forces in order to realise common development goals, plans and programmes, as well as other needs of joint interest and, in order to realise them, they may pool funds and form joint bodies, enterprises, institutions and other organisations and services, in accordance with law and Statute. Local self-governments may establish their own associations, in accordance with the Constitution and law. Local self-government bodies may cooperate with associations, humanitarian and other organisations, in the interest of the local self-government and the population from its area.

The local self-government, its bodies and services, as well as enterprises, institutions and other organisations of which it is the founder, cooperate and join forces with other local self-governments and their bodies and services in areas of joint interest and, in order to realise them, may pool funds and form joint bodies, enterprises, institutions and other organisations, in accordance with law and the Statute.

Cooperation between local self-governments also includes the delegation of the performance of certain tasks from within its original jurisdiction to another local self-government or enterprise, institution or other organisation of which it is the founder.

The agreement on the cooperation of local self-governments shall define the name and seat of the joint body, service, enterprise, institution or other organisation, the type, scope and means of task performance, operation financing, management and oversight, the accession to the agreement of other local self-governments, the procedure of a local self-government leaving the agreement and its termination, employee rights and obligations, as well as other matters of importance for the establishment, operation and termination of operation, in accordance with law.

The local self-government shall deliver to the ministry in charge of local self-government the cooperation agreement within 30 days from the date of the agreement conclusion.

The ministry in charge of local self-government shall maintain a record of concluded cooperation agreements.

Two or more local self-governments may propose to the ministry in charge of local self-government the joint execution of certain delegated tasks, in accordance with the law regulating government administration and the Government decree regulating in detail the conditions and manner of joint execution of delegated tasks.

In case of establishing a joint body, service, enterprise or other organisation that is established on the basis of a cooperation agreement concluded between local self-governments, their managers shall be designated or appointed, dismissed and held accountable and relieved of their duties by competent local self-government bodies - founders, in accordance with law.

Employees shall execute their rights, obligations and responsibilities in the local self-government in which the seat of the joint organisational form being established is located.

When the agreement envisages that a joint body decides on citizens' rights and obligations in an administrative procedure, the competent local self-government bodies shall retain their jurisdiction in the second-instance procedure, in accordance with law.

Funds for financing the operation of the joint body shall be provided in the budgets of local self-governments that entered into the agreement referred to in paragraph 1 of this Article, in proportion to the scope of the tasks performed by the joint body on their behalf.

In the event of the agreement on cooperation between local self-governments envisaging that one local self-government shall delegate certain tasks from its jurisdiction to another local self-government, as well as fund the operation of the body of the other local self-government for the purpose of performing certain delegated tasks on its behalf, the local self-government that delegated the tasks shall fund the operation of the local self-government body performing those tasks, in proportion to the scope of those tasks.

The local self-government shall provide the report on the performance of delegated tasks at the request of the local self-government that delegated certain tasks to it, but at least once every six months.

When the agreement envisages that the delegated tasks include deciding on citizens' rights and obligations in an administrative procedure, the competent local self-government bodies shall retain their jurisdiction in the second-instance procedure, in accordance with law.

The delegated tasks shall be performed in the name and on behalf of the local self-government that delegated and funds them, and the local self-government that delegated the tasks shall bear responsibility before the citizens and other actors.

The agreement on cooperation between local self-governments shall cease to be valid at the request of one of the local self-governments that it sends to another local self-government, not later than six months before the date as of which the agreement ceases to be valid.

The local self-government submitting the request for agreement termination shall inform the ministry in charge of local self-government accordingly.

If several local self-governments have entered into the agreement, it shall cease to be valid only in the part that applies to the local self-government that submitted the request for agreement termination.

In order to enhance local self-government development, its protection and the realisation of joint interests, local self-governments may establish their associations.

Local self-government associations represent the interests of their members before government bodies, and especially in the procedure of adopting laws and other documents of importance for the protection, advancement and financing of local self-government, as well as other regulations of importance for the execution of local self-government tasks.

The provisions of the law regulating the establishment and operation of associations shall apply to the establishment and operation of associations.

The [Law on Municipal Activities \(Official Gazette of RS, nos. 88/11 and 104/16\)](#) may also be of importance, and particularly Articles 10–12 on joint performance of municipal activities for two or more local self-governments.

1.2. Reasons for Adopting the Joint Programme

The River Basin Disaster Risk Reduction Programme is prepared in order to establish a method for systematic inventory and prioritisation of planned initiatives and activities of associated local self-governments, but also a basis for preparing future agreements or contracts, and subsequently for programme budgeting of each individual local self-government.

The need for public intervention exists because local self-governments encounter administrative barriers in programme budgeting of simple measures in their own territory as well, while coordinated investment and possible pooling of funds in order to reduce common risks currently present a considerable challenge.

The [Programme Budgeting Instruction](#)⁴ for local self-governments stipulates in Annex 1 the application of the list of predefined sectors. Currently, Sector 14 *Public Security* also includes emergency management, but it would be useful to extend the description of this sector to preventive, proactive measures by adding the “and disaster risk reduction” phrase.

In addition, the *Programme Budgeting Instruction* stipulates in Annex 5 the application of the list of uniform programmes and programme activities. In such a framework, 17 standard programmes are recognised, but disaster risk reduction is not recognised in any of these programmes. Therefore, the measures in this area are implemented as part of Programme 15 General Local Self-Government Services, and, for example, programme activities PA 0001 – Operation of Local Self-Government and Urban Municipalities or PA 0014 – Emergency Management are used.

It would be useful to improve this structure of predefined programmes and programme activities in one of the two ways proposed below:

16. By introducing an additional programme activity in the existing Programme 15, which would relate to preventive measures, i.e. disaster risk reduction, or
17. By introducing a new Programme that would also include preventive measures of disaster risk reduction and emergency management as well as post-disaster recovery.

The preparation of the River Basin Disaster Risk Reduction Programme has been undertaken at the initiative of the (Secretary of the) Technical Team of Coordinators of the Western Morava River Basin.

Such a document is being adopted for the first time and represents a pilot project for testing the concept of joint programming of measures, activities, projects... as well as funds.

1.3. Information about the Bodies and Institutions Involved in the Development of the River Basin Disaster Risk Reduction Programme

The body that develops, lays down and adopts the River Basin Disaster Risk Reduction Programme is the Technical Team of River Basin Coordinators, defined by the Cooperation Protocol.

⁴ Retrieved from: <http://www.skgo.org/storage/app/media/uploaded-files/Uputstvo%20za%20pripremu%20programskog%20budzeta%20oktobar%202017.pdf> on 10 April 2018.

Local representatives of city or municipal administrations who are engaged in similar tasks (e.g. environmental protection and climate change), as well as representatives of civil and private sectors from the local level, should also be involved in the development and preparation of the Programme.

The competent central government institutions should be consulted as well: the Public Investment Management Office and the Ministry of the Interior – Sector for Emergency Management, as well as the Srbijavode Public Water Management Company, Republic Hydrometeorological Service of Serbia, Statistical Office of the Republic of Serbia, etc.

Support to the Programme development can also be provided by relevant associations and international organisations such as the SCTM, UNDP, World Bank (WB), FAO, etc.

2. Information about the Public Policy Documents and Legal Framework Relevant to this Programme

The National Natural Disaster Risk Management Programme, adopted by the Resolution of the Government of the Republic of Serbia 05 No. 217–16233/2014–1 of 19 December 2014, is the basic and umbrella public policy document in this area.

The National Programme has 6 components:

Component 1: Institution building,

Component 2: Disaster risk identification and monitoring,

Component 3: Structural and non-structural risk reduction,

Component 4: Early warning and preparedness system,

Component 5: Risk funding strategies,

Component 6: Resilient recovery.

The *Action Plan for Implementation of the National Natural Disaster Risk Management Programme* was also adopted and includes target indicators, measures, results, information about required funds, institutions tasked with implementation, schedule etc.

The legal framework relevant to this Programme is shown in Section 1.1, and the systematised list of duties of local self-governments related to disaster risk reduction, as well as the legal basis for these duties, are shown in the following table:

DUTIES OF LSGs WITHIN THE CONTEXT OF REDUCING THE RISK OF NATURAL AND OTHER DISASTERS	Legal basis – legal act
Decision on Civil Protection Organisation and Operation	Law on Emergencies
Plan and Programme of Protection and Rescue System Development	
Vulnerability Assessment	
Emergency Protection and Rescue Plan	
Decision on Designating Qualified Legal Entities of Importance for Protection and Rescue	
Decision on Establishing Local Disaster Response Teams	
Decision on Establishing General-Purpose Civil Protection Units	

Decision on Establishing Damage Assessment Commissions	Law on Recovery after Natural and Other Disasters
Flood Protection Operational Plan for Category II Watercourses	Water Law
Recording all occurrences and works that may affect the state of erosion and torrents	
Including the borders of flood-prone areas and borders of erosion areas in spatial and urban plans	

The principles that will apply in the preparation and implementation of this Programme are identical to the principles of the signed Cooperation Protocols: the joint work will be based on the principles of partnership, consensus, transparency, accountability, joint planning and alignment of activities, common interest, mutual information and autonomy of all parties.

3. Description of the State of Play (Situation Analysis) in the River Basin

- Basic data on natural disasters and damage incurred in the river basin territory in the period 2008–2018;
- Capacity analysis (human, material and financial resources) of each LSG in the river basin;
- Analysis of the fulfilment of each LSG's duties stipulated by law (see the table in Section 2);
- Reference to existing studies and analyses documenting problems and needs for intervention – if any (e.g. studies of water protection improvement in the Kolubara river basin).

4. Definition of Desired Change

Making a joint river basin disaster risk reduction programme should contribute to:

- Harmonisation of quality and alignment of strategic and operational documents and plans,
- Harmonisation of quality and alignment of capacities of general-purpose civil protection units,
- More efficient procurement of joint equipment,
- More efficient training and public campaigns according to the “economies of scale” principle,
- Better preparedness for the mutual assistance of LSGs along the river basin in emergencies.

5. Definition of Programme Goals

The goals that will be pursued in the preparation and implementation of this Programme are identical to the goals of the signed Cooperation Protocols.

The goal is joint work on creating a more resilient community and joint action aimed at risk reduction, as well as response and rapid recovery after natural and other disasters.

In order to achieve the goal, each river basin should define up to three objectives, in accordance with the content of the Cooperation Protocol.

The objectives should be aligned with the components of the National Programme and may also be selected from the proposed list of possible objectives:

- Institution strengthening, more efficient implementation of law and cooperation improvement;
- Adequate disaster risk identification and monitoring;
- Structural and non-structural risk reduction through investment in resilience;
- Improving the early warning system and increasing the preparedness for disasters;
- Preparedness for resilient recovery according to the “build back better” principle⁵.

For each objective, performance indicators need to be defined at the level of objectives (final outcome indicators), and their baseline values, target values and verification sources determined.

Wherever possible, efforts should be made to explain the advantages and “value added” of joint action of LSGs in the river basin.

An example of performance indicators at the level of objective, i.e. final outcome indicators

Objective	Structural and non-structural risk reduction through investment in resilience
Connection with the National Programme	Component 3: Structural and non-structural risk reduction
Performance indicator at the level of objective – final outcome indicator	Reduced percentage of population in the river basin affected by disaster in 2021 compared to previous disasters
Baseline value	...
Target value	20%
Verification source	Adopted vulnerability assessments of all LSGs in the river basin
Advantages of joint action of LSGs in the river basin	Coordinated action in the upper and lower Western Morava

6. Identification of Programme Measures

The purpose of the measures of the River Basin Disaster Risk Reduction Programme is to achieve the Programme goals and objectives. It is necessary to determine the output indicators at the level of measures, as well as to **provide an overview, i.e. a short description of projects and/or activities through which the measures of this Programme will be implemented.**

The measures of this Programme should be aligned with the measures and results of the National Programme, and may also be selected from the proposed list of possible measures:

OBJECTIVE:

1. Institution strengthening, more efficient implementation of law and cooperation improvement

POSSIBLE MEASURES:

- 1.1. Preparing local strategic and operational plans of all LSGs in accordance with their legal duties and their mutual alignment;
- 1.2. Building staff capacities and partnerships;

POSSIBLE PROJECTS / POSSIBLE ACTIVITIES:

- 1.1.1 Preparing a Vulnerability Assessment in municipalities...
- 1.1.2 Preparing an Emergency Protection and Rescue Plan in municipalities...

⁵ In accordance with Article 10 of the Law on Recovery after Natural and Other Disaster (Official Gazette of RS, no. 112/15)

- 1.1.3 Preparing a joint vulnerability assessment (through alignment and harmonisation)
- 1.2.1 Joint advanced training for ...
- 1.2.2 Quarterly round tables – good practice sharing, consultations...
- 1.2.3 Round tables with civil society and/or business representatives

OBJECTIVE:

2. Adequate disaster risk identification and monitoring

POSSIBLE MEASURES:

- 2.1. Data collection, processing and exchange between cities and municipalities and central institutions for the purpose of more efficient disaster risk reduction;
- 2.2. A sustainable system of education for disaster risk reduction built...

POSSIBLE PROJECTS / POSSIBLE ACTIVITIES:

- 2.2.1. Preparing joint GIS or Google hazard maps
- 2.1.2. Creating a system of timely collection of data on affected population
- 2.1.3. Cooperating with Social Protection Centres
- 2.2.1. Establishing a regular Little School of Civil Protection for preschool children
- 2.2.2. Announcing regular contests for elementary school pupils
- 2.2.3. Organising regular volunteer campaigns for secondary school students
- 2.2.4. Joint public awareness campaigns.

OBJECTIVE:

3. Structural and non-structural risk reduction through investment in resilience

POSSIBLE MEASURES:

- 3.1. Joint planning and implementation of infrastructural measures in accordance with current recommendations, studies and analyses;

POSSIBLE PROJECTS / POSSIBLE ACTIVITIES:

- 3.1.1. Amending spatial and urban plans in accordance with defined borders of flood-prone areas and borders of erosion areas
- 3.1.2. Preparing projects for critical infrastructural facilities of importance to minimum 3 LSGs along the river basin

OBJECTIVE:

4. Improving the early warning system and increasing the preparedness for disasters

POSSIBLE MEASURES:

- 4.1. Improving the coordinated early warning system along the river basin through improved horizontal and vertical communication;
- 4.2. Developing civil protection units...

POSSIBLE PROJECTS / POSSIBLE ACTIVITIES:

- 4.2.1. Joint training and exercises of general-purpose civil protection units;
- 4.2.2. Joint training, exercises and simulations of specialised civil protection units;
- 4.2.3. Procuring joint equipment for specialised civil protection units
- 4.2.4. Forming regional warehouses for the equipment of civil protection units
- 4.2.5. Defining the actors and procedures in the early warning system along the river basin

OBJECTIVE:

5. Preparedness for resilient recovery according to the "build back better" principle⁶

POSSIBLE MEASURES:

5.1. Improving the process of damage assessment and recovery after natural disasters based on the PDNA methodology model;

POSSIBLE PROJECTS / POSSIBLE ACTIVITIES:

5.1.1. Joint training for the appointed members of local damage assessment commissions...

When identifying the measures, the types of public policy instruments should be recognised: whether the measure is regulatory, incentive, informative/educational, organisational/management/institutional, or a measure involving a supply of goods and provision of services by the participants in the planning system.

7. Assessment of the Impacts of Measures on Individuals and Legal Entities

It involves a social and economic impact assessment, an environmental impact assessment, as well as a management impact assessment, with special focus of the impact of measures on:

- *Poverty;*
- *Gender equality;*
- *Small and medium-sized enterprises (SMEs).*

An example of the assessment of social, economic and management impacts of a measure, as well as of its impacts on the environment and horizontal issues (poverty, gender equality and SMEs)

MEASURE	Joint planning and implementation of infrastructural measures in accordance with current recommendations, studies and analyses
Social impact assessment	Positive impacts on vulnerable population groups and on safety in different regions
Economic impact assessment	Positive impacts on competitiveness
Management impact assessment	Minor administrative efforts needed
Environmental impact assessment	Through flood prevention – positive impacts on the quality of water, land, natural resources, ecosystem, people and health, use of land, recreation areas...
Poverty impact assessment	Positive impacts on vulnerable population groups, by increasing safety
Gender equality impact assessment	No impacts
SME impact assessment	Positive impacts on competitiveness
Budget impact assessment / fiscal impacts	From the existing budget allocations and external funding sources; no need for introduction of new or increased charges / tariffs

⁶ Article 10 of the Law on Recovery after Natural and Other Disasters (Official Gazette of RS, no. 112/15)

8. Identifying Mechanisms for Implementing the Programme Measures

The following should be defined for all measures, activities and projects of this Programme:

- The **institution** responsible for the implementation of each specific measure, activity and/or project, i.e. the institution that has predominant responsibility for the implementation of that measure or is designated as the coordinator of the implementation of the measure (lead for the measure), if the measure implementation is the responsibility of several institutions; it is necessary to specify all other institutions participating in the measure implementation;
- **Estimate of the required funding and other material resources** necessary for the implementation;
- Information or proposals on the method of procurement, i.e. the **sources of funding** for the implementation of the measures;
- **Deadlines** for the implementation of the measures;
- **Performance indicators at the level of measures**, and, if needed, at the level of activities and/or projects, with baseline values, target values and verification sources.

Considering the expected level of detail in the development of measures within the Programme, **the preparation of an Action Plan for this Programme has not been envisaged.**

An example of performance indicators at the level of measure, i.e. **output indicators**

Objective	Joint planning and implementation of infrastructural measures in accordance with current recommendations, studies and analyses
Connection with the National Programme	Component 3: Structural and non-structural risk reduction
Performance indicator at the level of measure – output indicator	Number of prepared projects for critical infrastructural facilities of importance to minimum 3 LSGs along the river basin
Baseline value	0
Target value	3
Verification source	Relevant spatial or urban plan, Technical documentation prepared, Building permit issued.
Advantages of joint action of LSGs in the river basin	Pooling funds according to the principle of subsidiarity for the preparation of the required planning and project-technical documentation

An example of the form for identifying mechanisms for measure implementation

OBJECTIVE					Final outcome indicators	Values: baseline and target	Verification sources	Assumptions and possible risks			Previous and related documents
1.											
MEASURE	ACTIVITY / PROJECT	Responsible institution	Partner institution(s)	Implementation deadline	Output indicators	Values: baseline and target	Verification sources	Estimated funds			Desirable amendments to regulations
								LSG budget	Donors	Required funds	
1.1	1.1.1										
	1.1.2										
	1.1.3										
	1.1.4										
1.2	1.2.1										
	1.2.2										
1.3	1.3.1										
	1.3.2										
	1.3.3										
	1.3.4										

9. Determining the Method of Monitoring and Assessing the Achieved Results

Monitoring the achieved results is done annually, in order to include amendments to the existing Programme in the course of its implementation, if necessary.

The assessment of the achieved results is carried out based on the efficiency of the Programme implementation, i.e. based on the achieved values of the previously identified output indicators for specific measures, projects and/or activities, all on the basis of defined result verification methods, i.e. based on programmed information sources. The assessment of the achieved results will be carried out after the expiry of the period for which this Programme is adopted, i.e. in 2022.

10. Determining the Result Reporting Method

The monitoring and assessment of the achieved results will be carried out by the entity adopting this document, i.e. the Technical Team of River Basin Coordinators, considering that this document does not represent a legal obligation, but a pioneering endeavour in the area of disaster risk reduction.

The Technical Team will inform the heads of the city or municipal administrations of each LSG in the river basin, as well as its partners from the central government level, national associations and international organisations, about the monitoring and assessment of the achieved results of this Programme, in the form of a written report, within 30 days after the annual Technical Team meeting.

11. Information about the Results of Conducted Consultations

When preparing this Programme, it is necessary to consult different stakeholders through joint exercises, focus groups, interviews or questionnaires, which are conducted when holding the Programme preparation workshops. Key views expressed by the consulted groups in relation to the alternative measures considered, as well as the reasons for accepting or rejecting their views, should be stated in the Programme Annex.

12. Assessment of the Impacts of Measures on the Budget

If necessary, the assessment should be carried out in accordance with the regulation governing the method of presenting and reporting the assessed financial impacts of a law, other regulation or other document on the budget (*Rulebook on the Method of Presenting and Reporting the Assessed Financial Impacts of a Law, Other Regulation or Other Document on the Budget, or on the Financial Plans of Compulsory Social Insurance Organisations – Official Gazette of RS, no. 32/2015*).

13. Information about the Regulations that Should be Adopted or Amended in Order to Implement the Measures of this Programme

Initiatives of local experts for disaster risk reduction have already made a significant contribution to the amendments to umbrella regulations and establishment of new practices. This trend is expected to continue in the future.