Croatia

National progress report on the implementation of the Hyogo Framework for Action (2009-2011)

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Outcomes for 2007-2009

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Outcomes:

Republic of Croatia joined EU Civil Protection Mechanism in 2009 and is fully integrated in all Mechanism activities, especially in organization and participation in training courses, workshops and projects.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Outcomes:

After local elections in 2009, National Protection and Rescue Directorate organized disaster management training courses for local authorities.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Outcomes:

Government of Croatia adopted national rescue and protection plan in 2010. Plan includes duties and responsibilities of all governmental bodies, institutions and private sector in case of disaster.

Strategic goals

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic Goal Statement 2011-2013:

Republic of Croatia further develops legislation in the area of DRR. National risk analysis and national protection and rescue plan have been developed. EU resolutions are being integrated into DRR related regulations.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic Goal Statement 2011-2013:

Establishment of disaster management bodies at all levels is a part of implementation of national legislation.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic Goal Statement 2011-2013:

Spatial plans are being developed according to the DRR approach, having in mind risks in the area and potential threat to the populations and the environment.

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 1: Core indicator 1

National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Is DRR included in development plans and strategies? Yes
- * Yes: National development plan
- * Yes: Sector strategies and plans
- * No: Climate change policy and strategy
- * No: Poverty reduction strategy papers
- * No: Common Country Assessments (CCA)/ UN Development Assistance Framework (UNDAF)

Description:

National Platform for DRR was established in 2009. Government has adopted national risk analysis and national protection and rescue plan. At local level new risk assessments are in progress as well as protection and rescue plans.

Context & Constraints:

There are still some overlaps between various institutions in the existing legislation and efforts are being made to eliminate them. Financial support of development of rescue and protection system is not sufficient at local level.

Priority for action 1: Core indicator 2

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Is there a specific allocation of budget for DRR in the national budget?
- * 0 % allocated from national budget

* 0 USD allocated from overseas development assistance fund

* 0 USD allocated to hazard proofing sectoral development investments (e.g transport, agriculture, infrastructure)

* 0 USD allocated to stand alone DRR investments (e.g. DRR institutions, risk assessments, early warning systems)

* 0 USD allocated to disaster proofing post disaster reconstruction

Description:

Insufficient funds have been allocated for disaster risk reduction at local level. Local DRR activities have been supported at national level

Context & Constraints:

Political administration system is being reconstructed and the number of local self-government bodies will be decreased

Priority for action 1: Core indicator 3

Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Do local governments have legal responsibility and budget allocations for DRR? Yes

* No: Legislation

* No: Budget allocations for DRR to local government

Description:

Local governments are taking more responsibilities in DRR with less support from national authorities. Local response system is based on local capacities to a greater extent.

Context & Constraints:

Limited budget has been obstructing desired development and the necessary preparedness levels. Also, continuous disaster response training should be conducted.

Priority for action 1: Core indicator 4

A national multi sectoral platform for disaster risk reduction is functioning.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are civil society organisations , national planning institutions, key economic and development sector organisations represented in the national platform? Yes

- * 4 civil society members (specify absolute number)
- * 9 sectoral organisations (specify absolute number)
- * 0 women's organisations participating in national platform (specify absolute number)

Description:

National Platform for DRR was established in 2009 and it is open for participation to other government, civil society organizations and academia.

Context & Constraints:

To promote the importance of the National Platform's adoption and to include a number of actors in its making. Media are not represented in National Platform.

Related links:

> Croatian National Platform for DRR http://www.duzs.hr/page.aspx?PageID=445

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 2: Core indicator 1

National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Is there a national multi-hazard risk assessment available to inform planning and development decisions? Yes

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* Yes: Multi-hazard risk assessment > Croatian Risk Analysis (2009)
http://preventionweb.net/files/15548_croriskanalysis.pdf [PDF]
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- * 0 % of schools and hospitals assessed
- * 0 schools not safe from disasters (specify absolute number)
- * No: Gender disaggregated vulnerability and capacity assessments
- * Yes: Agreed national standards for multi hazard risk assessments

Description:

There is risk analysis in place at all levels. At national level, the protection and rescue system links all state administration bodies and expert institutions, such as Croatian Waters Company, State Institute for Radiation and Nuclear Protection.

Context & Constraints:

Progress has been made in implementation of the SEVESO II Directive. Croatia started the process of adoption of the ECI (European Critical Infrastructure) Directive.

Priority for action 2: Core indicator 2

Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are disaster losses systematically reported, monitored and analysed? Yes

- * Yes: Disaster loss database
- * Yes: Reports generated and used in planning

Description:

There are theme databases in place, as is linkage with systems measuring various parameters (radiological, weather, seismologic, air quality), as well as operating procedures for providing data to relevant services.

Context & Constraints:

The process of linking separate databases into a single database and their transfer to GIS. The process is time-consuming and requires financial means and appropriate information technology equipment and well-trained personnel.

Priority for action 2: Core indicator 3

Early warning systems are in place for all major hazards, with outreach to communities.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Do risk prone communities receive timely and understandable warnings of impending hazard events? Yes

- * Yes: Early warnings acted on effectively
- * Yes: Local level preparedness
- * Yes: Communication systems and protocols
- * Yes: Active involvement of media in early warning dissemination

Description:

The system is being upgraded and modernizated but progress is not fast enough due to financial limits. It is regularly maintained and tested.

Context & Constraints:

Expensive maintenance of equipment and the overall system have resulted in search of new contemporary solutions based on the information technology development.

Priority for action 2: Core indicator 4

National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial

Means of verification:

- * Does your country participate in regional or sub-regional DRR programmes or projects? Yes
- * Yes: Programmes and projects addressing trans-boundary issues
- * Yes: Regional and sub-regional strategies and frameworks
- * Yes: Regional or sub-regional monitoring and reporting mechanisms
- * Yes: Action plans addressing trans-boundary issues

Description:

The Republic of Croatia has an active international cooperation with the neighboring countries through bilateral agreements signed with Slovenia, Hungary, Bosnia and Herzegovina, Montenegro, Austria, Poland, Slovak Republic, Russia, France, Macedonia as well through regional initiatives and organizations (Disaster Preparedness and Prevention Initiative) and CMEP SEE (Civil-Military Planning Council for Southeast Europe) and participation in the EU Civil Protection Mechanism.

Context & Constraints:

Strengthening of the system at local level is a precondition for joint operations of neighboring counties of two states in case of disasters and major accidents in border areas.

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 3: Core indicator 1

Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Is there a national disaster information system publicly available? Yes
- * Yes: Web page of national disaster information system
- * Yes: Established mechanisms for accessing DRR information

Description:

Data on natural and technological risks are public and available at all levels, and are exchanged with other countries through competent authorities. The said procedure enables making a quality threat assessment at all levels. In some specific types of risk, especially in the environment and flood and fire protection, a progress has

been made at request of local authorities.

Context & Constraints:

Single system which would merge all data on natural and technological disasters and make them available on the internet is in process of implementation.

Priority for action 3: Core indicator 2

School curricula, education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Is DRR included in the national educational curriculum? No
- * No: Primary school curriculum
- * No: Secondary school curriculum
- * No: University curriculum
- * No: Professional DRR education programmes

Description:

Hazards and risks form part of school curricula but in our opinion it is insufficient. Project on disaster reduction in schools is one of the priorities of the Croatian National Platform for DRR. Areas such as fire protection, civil protection and crisis management may be studied as university majors.

Context & Constraints:

Initiatives for more involvement of disaster risk reduction in school curricula have often failed with pedagogic excuses that children are already overloaded with school material, making for difficult entrance of new material into existing curricula.

Priority for action 3: Core indicator 3

Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strenghtened.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Is DRR included in the national scientific applied-research agenda/budget? Yes

- * Yes: Research outputs, products or studies
- * Yes: Research programmes and projects
- * No: Studies on the economic costs and benefits of DRR

Description:

For specific segments a good cooperation between the state administration bodies and scientific institutions is already in place, and the goal is to make the cooperation even better and more specific precisely through the National Platform.

More then 50% of the articles for the annual conferences of the National Platform for DRR are coming from academic institutions.

Context & Constraints:

Trough National Platform for DRR academic community is asking for more funding for DRR projects in different areas.

Priority for action 3: Core indicator 4

Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Do public education campaigns on DRR reach risk-prone communities? Yes
- * Yes: Public education campaigns.
- * Yes: Training of local government
- * Yes: Availability of information on DRR practices at the community level

Description:

There are differences in risks specific to different parts of the country, but the people in vulnerable areas are well aware of the risks. The efforts are being made to implement preventive measures at national level (floods in the continental part of the country, forest fires in the coastal area and earthquake hazard in the whole country).

Education of local authorities is a continuous process.

Context & Constraints:

Although public awareness is a continuous process, public is more interested in this area shortly after accidents. It is difficult to keep this matter in public focus

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 4: Core indicator 1

Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Is there a mechanism in place to protect and restore regulatory ecosystem services? (associated with wet lands, mangroves, forests etc) Yes

- * Yes: Protected areas legislation
- * Yes: Payment for ecosystem services (PES)
- * Yes: Integrated planning (for example coastal zone management)
- * Yes: Environmental impacts assessments (EIAs)
- * No: Climate change adaptation projects and programmes

Description:

In accordance with spatial plans, for every building in construction, there has to be an environmental impact study drafted.

EU directive SEVESO II (industrial incidents with dangerous substances) is implemented into national legislation.

Context & Constraints:

Accepting climate changes as risk factors is rather slow and a lot of work lies ahead for the climate changes to be considered for what they are - risk factors. Cases of heavy rains in short periods of time, as well as severe dry periods have been noticed.

Priority for action 4: Core indicator 2

Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Do social safety nets exist to increase the resilience of risk prone households and communities? Yes

- * Yes: Crop and property insurance
- * No: Employment guarantee schemes
- * Yes: Conditional cash transfers
- * Yes: DRR aligned poverty reduction, welfare policy and programmes
- * Yes: Microfinance
- * No: Micro insurance

Description:

National policy in water management includes public and private sector and is in place for 50 years. Ministry of Environmental Protection is in charge of a comprehensive control system of air, land and water pollution.

Full cooperation is established among National Protection and Rescue Directorate with National Hydro-Meteorological Service.

Context & Constraints:

Financial limits to above mentioned projects obstruct the desired development in that area.

Priority for action 4: Core indicator 3

Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Are the costs and benefits of DRR incorporated into the planning of public investment? Yes
- * Yes: National and sectoral public investment systems incorporating DRR.
- * No: Investments in retrofitting infrastructures including schools and hospitals

Description:

Close linkage between economy and financial sector with an established system of state incentives in accordance with the European Union standards is in place and operates well. State incentives aim at reducing environmental vulnerability.

Context & Constraints:

The economy of the Republic of Croatia depends upon tourism and a natural disasters in the coastal area would cause great economic losses.

Priority for action 4: Core indicator 4

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Is there investment to reduce the risk of vulnerable urban settlements? Yes
- * Yes: Investment in drainage infrastructure in flood prone areas
- * Yes: Slope stabilisation in landslide prone areas
- * Yes: Training of masons on safe construction technology
- * Yes: Provision of safe land for low income households and communities

Description:

Building code has been applied since 1964. With earthquake hazard high in Croatia, disaster risk reduction forms part of spatial plans and is regularly applied.

Context & Constraints:

There is pressure exerted on the part of construction investors to reduce building codes because they increase construction costs.

Priority for action 4: Core indicator 5

Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Do post-disaster recovery programmes explicitly incorporate and budget for DRR? Yes

- * 0 % of recovery and reconstruction funds assigned to DRR
- * No: Measures taken to address gender based issues in recovery

Description:

Risk reduction measures form part of reconstruction and development plans at all levels.

Context & Constraints:

Financial means at local level are insufficient making state support necessary in this respect.

Priority for action 4: Core indicator 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are the impacts of major development projects on disaster risk assessed? Yes

* Yes: Assessments of impact of projects such as dams, irrigation schemes, highways, mining, tourist developments etc on disaster risk

* Yes: Impacts of disaster risk taken account in Environment Impact Assessment (EIA)

Description:

Disaster risk impact has been incorporated in all development plans on the basis of expected scenarios.

Context & Constraints:

Disaster risks impact should be constantly updated and taken into account in protection and rescue plans.

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 5: Core indicator 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are there national programmes or policies to make schools and health facilities safe in emergencies? Yes

- * No: Policies and programmes for school and hospital safety
- * Yes: Training and mock drills in school and hospitals for emergency preparedness

Description:

There is a protection and rescue system in place involving all state administration bodies and nongovernmental organizations, as well as other legal entities performing protection and rescue as part of their regular activities, and which are obliged by the existing legislation to apply measures for disaster risk management.

Context & Constraints:

Financial limits don't allow retrofitting of old school and hospital buildings.

Priority for action 5: Core indicator 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Are the contingency plans, procedures and resources in place to deal with a major disaster? Yes
- * No: Contingency plans with gender sensitivities
- * Yes: Operations and communications centre
- * Yes: Search and rescue teams
- * Yes: Stockpiles of relief supplies

- * Yes: Shelters
- * Yes: Secure medical facilities

* Yes: Dedicated provision for women in relief, shelter and emergency medical facilities

Description:

Disaster preparedness plans and contingency plans are in place at all levels. They are constantly supplemented and operations described in them regularly practiced.

Context & Constraints:

Regular practice conducted at all levels.

Priority for action 5: Core indicator 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Are financial arrangements in place to deal with major disaster? Yes
- * Yes: National contingency funds
- * Yes: Catastrophe insurance facilities
- * No: Catastrophe bonds

Description:

They are in place at national and at local level. Insurance of industrial facilities are obligatory by law but more efforts in the development of insurance are necessary in private sector.

Context & Constraints:

It is not possible to ensure sufficient financial reserves at local level, which is why the state support is required.

Priority for action 5: Core indicator 4

Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Has an agreed method and procedure been adopted to assess damage, loss and needs when disasters occur? Yes

- * Yes: Damage and loss assessment methodologies and capacities available
- * Yes: Post disaster need assessment methodologies
- * No: Post disaster needs assessment methodologies include guidance on gender aspects
- * Yes: Identified and trained human resources

Description:

There are standard operating procedures in place for all relevant actors in case of hazard events and disasters.

Context & Constraints:

The communication depends on commercial telecommunications which may lead to congestion. TETRA system is now being built which will enable unhindered communication of all relevant actors.

Drivers of Progress

a) Multi-hazard integrated approach to disaster risk reduction and development

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?: Yes

If yes, are these being applied to development planning/ informing policy?: Yes

Description (Please provide evidence of where, how and who):

Building a single information exchange system. Full implementation of SEVESO II Directive. Critical infrastructure protection.

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

There is no gender difference in the area of risk reduction and recovery.

c) Capacities for risk reduction and recovery identified and strengthened

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

The existing capacities are continuously upgraded in accordance with available technological advancements and available financial possibilities.

d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

The system fully integrates human security and social equity since they are guaranteed by the Constitution.

e) Engagement and partnerships with non-governmental actors; civil society, private

sector, amongst others, have been fostered at all levels

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Close cooperation at all levels between state administration bodies, NGOs, and public and private companies participating in disaster risk management. All of the above mentioned is part of the National Platform.

f) Contextual Drivers of Progress

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

Climate changes have resulted in longer dry periods which resulted in making irrigation plans to increase land fertility and ensure food production. This is an expensive process calling for special efforts on the part of the state and private sector.

Future outlook

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall Challenges:

Republic Croatia is an earthquake prone country.

Flood hazard is high in the continental part of the country and forest fire hazard in its coastal area. Protection against industry-related hazards.

Future Outlook Statement:

Building codes must remain integrated in all plans. Supervision of their implementation must be strengthened.

Adaptation of risk assessment and intervention plans need be adjusted with climate changes.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall Challenges:

Linking separate databases into a single database and their transfer to GIS.

Future Outlook Statement:

Establishment of a single emergency communication system.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall Challenges:

Strengthening capacities at local level.

Future Outlook Statement:

Continues training of all relevant stakeholders at local level.

Stakeholders

Departments/organizations that have contributed to the report

* National Protection and Rescue Directorate (Gov) - Ms Arabela Vahtaric