



Serbia

National progress report on the implementation of the Hyogo Framework for Action (2011-2013)

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Section 1: Outcomes 2011-2013

Strategic Outcome For Goal 1

Outcome Statement:

In accordance with the Law on Emergency Situations, and the Regulation on the formation of Emergency Response Headquarters, the Serbian Government directly manages major emergency situations or those that have affected several local self-governments through the National Emergency Response Headquarters and the Sector for Emergency Management (SEM) of the Ministry of Interior. The Commander of the National HQ is the Minister of Interior, whilst the Chief Officer is the Head of SEM. This system was implemented for the first time and proved to be efficient in the response to Kraljevo earthquake in 2010, as well as in latter emergencies.

In 2013 with the broadening of its jurisdictions and as a forum comprised of key stakeholders, representatives from all Ministries, public sector and civil organizations, the National Emergency Response HQ has been proclaimed into a National Platform for Disaster Risk Reduction.

Strategic Outcome For Goal 2

Outcome Statement:

In accordance with the Law on Emergency Situations, on the local level, the Commander of the Municipal Emergency Response HQ is the Mayor and the Chief Officer is the Head of the territorial Department for Emergency Management of SEM.

The Law on Emergency Situations decentralizes protection and rescue activities so that local government units are responsible for the planning and organization of civil protection and for the first response in emergency situations. In order to improve capabilities and capacities of the management of the Municipal HQ, there have been organized trainings, seminars and exercises.

Republic of Serbia has been participating in the UNISDR campaign "My city is getting ready" with 50 cities and municipalities actively involved.

Strategic Outcome For Goal 3

Outcome Statement:

During 2011-2012 many bylaws necessary for functioning of the system for rescue and protection in emergencies, as well as the National Strategy for Disaster risk reduction and Rescue and Protection in Emergencies and the Strategy for fire protection have been adopted.

The purpose of the National Strategy for disaster risk reduction and protection and rescue in emergency situations is to protect life, health and property of citizens, the environment and cultural heritage of Serbia. The National Strategy defines and determines the national coordinating mechanisms and program guidelines for reducing disasters caused by natural hazards and the risks of accidents, protection, response and recovery. The Strategy shall ensure meeting of the recommendations of the European Union for development of the national security systems.

Instruction on Methodology for creation of National Risk Assessment and Emergency Protection and Rescue Plans has been adopted, according to which the National Risk Assessment and Emergency Plans will be developed.

Section 2: Strategic goals

Strategic Goal 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:

Political understanding and support are the key factors needed for the permanent improvement of protection and rescue system and implementation of DRR measures at all levels and in all segments of society. It is necessary to achieve an overall social consensus that includes both the integration of DRR into development policies and plans, and provision of resources (human and financial) required for implementation of these plans and programmes and the establishment of an integrated protection and rescue system. Effective DRR requires a strong institutional basis which provides further capacity building, improvement and promotion of appropriate systems, development programs and legal solutions, facilitates the flow of information and provides effective mechanisms for dialogue and coordination.

- The DRR policy generally accepted by all stakeholders
- Established sustainable financing of an integrated protection and rescue system
- Provided an adequate regulatory framework of an integrated system of protection and rescue in compliance with international regulations
- Established National Platform on disaster risk reduction as a national mechanism for disaster management.
- Improved functional cooperation of protection and rescue system entities at the national and local level

Strategic Goal 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:

At the time of disaster, it is possible to significantly reduce the consequences and losses if the competent authorities, individuals and local communities in areas affected by the hazards are well trained, equipped and ready to react.

Preparedness may include various types of activities, such as making contingency and preparedness plans, stockpiling of equipment and supplies, organization of emergency services, 'stand-by' arrangements, preparation of mail notifications and information management procedures, defining coordination mechanisms, training and joint drills and exercises of units and population.

Effective protection and rescue plans also help in coping with small and medium scale

disasters that in certain communities frequently occur. The support that will enable communities to help themselves in case of emergencies and financial support for the implementation of activities aimed at post-disaster recovery and reconstruction without creating macro-economic and budgetary problems are of vital importance for sustainable development and poverty reduction.

- Established the improved, efficient coordination and operational cooperation of all state and non-state entities (the Serbian Red Cross, NGOs, private sector), of an integrated protection and rescue system aimed at disaster risk reduction
- Improved regional and international coordination and operational cooperation through monitoring, information exchange and joint training of units of an integrated protection and rescue system

Strategic Goal 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:

Disaster risks related to the change of social, economic, and environmental and land use conditions, as well as impacts of risks associated with geological events, weather, water, climate variability and climate changes are the subject of sustainable development planning, and the development and implementation of appropriate strategies, sectoral programmes and other planning-programming documents, and represent important issues in post-disaster period.

- Improved methods for prognostic assessment and socio-economic analysis of multiple risks
- Risk assessments included in the decision-making processes at national and local level
- Developed urban and technical construction conditions that provide disaster resilience of buildings based on assessment of social, economic and environmental impacts.
- Disaster risk assessments integrated in urban and spatial plans and management plans in disaster-prone settlements, especially in overpopulated areas and areas with a rapid urbanization in progress.

Section 3: Priority for action 1

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

Key Questions and Means of Verification

Is disaster risk taken into account in public investment and planning decisions?
-- not complete --

National development plan	No
Sector strategies and plans	No
Climate change policy and strategy	No
Poverty reduction strategy papers	Yes
CCA/ UNDAF (Common Country Assessment/ UN Development Assistance Framework)	No
Civil defence policy, strategy and contingency planning	Yes

Have legislative and/or regulatory provisions been made for managing disaster risk? -- not complete --

Description:

In 2009, the Serbian Government changed the protection and rescue system in Serbia. Instead of the earlier, heterogenous system that existed in most ministries, it established a single, legally standardised and organised system of protection and rescue and management in emergency situations. A special service, Sector for Emergency Management (below:

SEM), was established as part of the Ministry of the Interior, a government institution responsible for the development of a protection and rescue policy.

SEM's most important step towards establishment of an integrated system of management in emergency situations is setting up a legal framework in this area. The Serbian National Assembly adopted the Law on Emergency Situations and the Law on Fire Protection on 29 December 2009. The Law on Emergency Situations (below: the Law) defines and governs the following: actions, declaration and management in emergency situations; responsibilities of public authorities, autonomous provinces and local authorities in the protection and rescue system; citizens' rights and obligations; organisation and activities of civil protection, units and commissioners, organisation of the monitoring, notification and alert system and the future 112 system; funding, inspection; international cooperation and other issues of importance for protection and rescue.

The Law on Emergency Situations decentralises protection and rescue activities so that local authorities are responsible for the planning and organisation of civil protection and for the first response in emergency situations.

Context & Constraints:

In accordance with the Law on Emergency Situations a number of bylaws and strategic documents and plans in the field of disaster and emergency management were adopted.

National Strategy for disaster risk reduction and rescue and protection in emergencies defines objectives and modalities for creating conditions for the first response and rescue of people and property.

In addition, emergency action plans will be adopted. They should provide an organised approach to implementing measures of prevention, alert, measures applied during and after emergency situations. These plans have already been developed in most local governments with the assistance of the USAID PPES programme.

Preparations for adoption of regulations are in progress. These regulations will govern methodology of preparation of the Vulnerability Assessment and the Emergency Protection and Rescue Plan.

There are the ongoing activities for stronger engagement of the public, scientific and academic circles, media and local authorities.

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

What is the ratio of the budget allocation to risk reduction versus disaster relief and reconstruction?

	Risk reduction / prevention (%)	Relief and reconstruction (%)
National budget		

Decentralised / sub-national budget

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

Description:

In accordance with the Law on Emergency Situations, the emergency management system is financed from the Budget of the Republic of Serbia, budgets of the regional authorities and budgets of local authorities; Emergency Fund; and other donations in line with the law and other regulations.

According to the national regulations, the State Budget has designated reserve funds in case of a major emergency or a disaster. Similarly to this, Municipal Budgets also have designated reserve funds in case of emergencies.

Context & Constraints:

Monitor the implementation of the Law and raise the awareness of the importance of implementation of disaster risk reduction policy into the development plans.

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

Key Questions and Means of Verification

Do local governments have legal responsibility and regular / systematic budget allocations for DRR? Yes

Legislation (Is there a specific legislation for local governments with a mandate for DRR?)	Yes
Regular budget allocations for DRR to local government	No
Estimated % of local budget allocation assigned to DRR	0

Description:

The Law on Emergency Situations is adopted as an umbrella law in the field of emergency and disaster management, a number of bylaw acts, which should regulate rights and obligations of all stakeholders, have been adopted, and other are currently being prepared, commented and amended.

The Law regulates responsibilities of public authorities, autonomous provinces and local authorities as well as citizens' rights and obligations.

Context & Constraints:

There is a need of more efficient implementation of the Legal Acts which are adopted. It is also necessary to build capacities in the human resources and material sectors, and to update the plans for disaster management.

The progress is substantial after the adoption of the new Law, but still not on the expected level.

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

Key Questions and Means of Verification

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

Civil society members (specify absolute number)	0
National finance and planning institutions (specify absolute number)	0
Sectoral organisations (specify absolute number)	0
Private sector (specify absolute number)	0
Science and academic institutions (specify absolute number)	0
Women's organisations participating in national platform (specify absolute number)	0
Other (please specify)	media

Where is the coordinating lead institution for disaster risk reduction located?

In the Prime Minister's/President's Office	No
In a central planning and/or coordinating unit	No
In a civil protection department	Yes
In an environmental planning ministry	No
In the Ministry of Finance	No
Other (Please specify)	Ministry of Interior

Description:

In accordance with the Law on Emergency Situations, SEM coordinates activities of all state institutions involved in disaster and emergency management system.

In accordance with the Law on Emergency Situations the National Strategy for Disaster Risk Reduction and Protection and Rescue in Emergencies and was adopted. More documents and plans in the field of disaster and emergency management shall be adopted: National Vulnerability Assessment and National Emergency Protection and Rescue Plan.

Context & Constraints:

Monitoring of the adoption of the relevant strategic documents and their implementation on the state and local level.

Section 4: Priority for action 2

Identify, assess and monitor disaster risks and enhance early warning

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

Is there a national multi-hazard risk assessment with a common methodology available to inform planning and development decisions? -- not complete --

Multi-hazard risk assessment	No
% of schools and hospitals assessed	0
Schools not safe from disasters (specify absolute number)	0
Gender disaggregated vulnerability and capacity assessments	No
Agreed national standards for multi hazard risk assessments	No
Risk assessment held by a central repository (lead institution)	No
Common format for risk assessment	No
Risk assessment format customised by user	No
Is future/probable risk assessed?	No
Please list the sectors that have already used disaster risk assessment as a precondition for sectoral development planning and programming.	-- not complete --

Description:

The Law imposes drafting and adopting the strategic documents – National DRR Strategy (adopted in 2012), as well as the National Risk Assessment and National Emergency Plan (both should be adopted by the Serbian Government).

There is a map of risks based on the assessment and experiences made by the operational units in the field. The map obtains earthquake prone areas, flood prone areas and flash-floods prone areas, landslides prone areas, open land fires prone areas.

There is a Plan for Chemical Protection for SEVESO II installations which are not under the jurisdiction of the Ministry for Environment and Spatial Planning.

There is the register of legal persons that deal with trade and transport of dangerous goods, and the register of legal subjects that could be target of terrorist attacks due to usage of dangerous goods.

In accordance with the Law on Emergency Situations a number of strategic documents and plans in the field of disaster and emergency management are adopted such as the National Strategy for Protection and Rescue in Emergencies, Some documents shall be adopted such as: National Vulnerability Assessment and National Emergency Protection and Rescue Plan.

Context & Constraints:

After adopting the Instruction on Methodology for making risk assessment and plans for protection and rescue in emergency situations, the development of the Risk Assessments and Emergency Rescue and Protection plans on a Municipal level will follow, as well as the National ones.

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: 2

Some progress, but without systematic policy and/ or institutional commitment

Key Questions and Means of Verification

Are disaster losses and hazards systematically reported, monitored and analyzed? -- not complete --

Disaster loss databases exist and are regularly updated

No

Reports generated and used in planning by finance, planning and sectoral line ministries (from the disaster databases/

No

information systems)

Hazards are consistently monitored across localities and territorial boundaries

No

Description:

There s a project proposal for implementation of 112 system. This system should have a comprehensive approach to data collection, analysis and information dissemination and sharing.

Context & Constraints:

Adoption of the relevant strategic documents.
One of constrains is funding.

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: 2

Some progress, but without systematic policy and/ or institutional commitment

Key Questions and Means of Verification

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

Early warnings acted on effectively

Yes

Local level preparedness

Yes

Communication systems and protocols used and applied

No

Active involvement of media in early warning dissemination

Yes

Description:

There is the system of alarm sirens, but it does not cover the whole territory of the Republic of Serbia. For the last 30 years there was no financial investment in the maintenance of this system and it is not on the satisfactory operational level.

Context & Constraints:

Implementation of a comprehensive 112 system.

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

Does your country participate in regional or sub-regional actions to reduce disaster risk? Yes

Establishing and maintaining regional hazard monitoring	No
Regional or sub-regional risk assessment	No
Regional or sub-regional early warning	No
Establishing and implementing protocols for transboundary information sharing	Yes
Establishing and resourcing regional and sub-regional strategies and frameworks	No

Description:

Cooperation and information and experience sharing with other countries in the region, neighbouring countries and international organizations (DPPI, CMEP, UN ISDR, CIMA Fondation, UNDP, UN OCHA etc.) are on high level. SEM considers international cooperation extremely important for disaster management (prevention, preparedness, efficient response and relief).

SEM also takes part in regional projects in the field of disaster and emergency management.

Mol's SEM signed the agreements/MoU on cooperation in the emergencies with Bosnia and Herzegovina, Denmark, Montenegro, Russian Federation, Ukraine, France and Italy. The agreements/MoUs with Bulgaria, Croatia, FYRO Macedonia, Greece, Romania are in the procedure of signing.

Context & Constraints:

It is important to make an assessment of all risk on national and regional level.

It is also important to further strengthen and develop close cooperation with other countries in the region and international organizations.

Section 5: Priority for action 3

Use knowledge, innovation and education to build a culture of safety and resilience at all levels

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

Is there a national disaster information system publicly available? -- not complete --

Information is proactively disseminated	No
Established mechanisms for access / dissemination (internet, public information broadcasts - radio, TV,)	No
Information is provided with proactive guidance to manage disaster risk	Yes

Description:

There is a media cover on the activities regarding preparedness, prevention, education, field exercises, measures to be undertaken in case of emergencies etc. There is also the procedure for media announcements during the emergencies. Information during the events is accessible for the public.

The affected citizens are also informed of the risks and measures to be taken by the SEM's operational units in the field.

Sector for Emergency Management of the Ministry of Interior has an official web presentation created in order to inform public on its activities and educate people on procedures before, during and after emergencies and evacuation plans.

Also, the trend of the Civil society activity in this field is on the rise.

Context & Constraints:

The coordination should be on higher level as well as the system for early warning.

It is necessary to form and constantly update data bases.

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

Key Questions and Means of Verification

Is DRR included in the national educational curriculum? No

Primary school curriculum	No
Secondary school curriculum	No
University curriculum	No
Professional DRR education programmes	No

Description:

In accordance with the Law on Fire Protection, there is a legal obligation for the training of employees within the companies, but not the rest of population.

Fire and Rescue Units have the obligation to educate primary school children on procedures before, during and after emergencies and evacuation plans.

There is the agreement between the Mol and Ministry of Education to prepare and implement the school curricula and education materials for primary schools.

Context & Constraints:

It is important to define school curricula on disaster risk reduction and recovery concepts for all levels of educational system and implement them as soon as possible.

Priority for action 3: Core indicator 3

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

Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

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

Research programmes and projects	Yes
Research outputs, products or studies are applied / used by public and private institutions	Yes
Studies on the economic costs and benefits of DRR	No

Description:

In accordance with the Law on Emergency Situations a set of bylaws have been adopted in order to establish the system and increase the capacity of emergency management personnel in developing the risk and vulnerability assessments on a local level.

The Regulation on the content and method of making Plans for the protection and rescue in emergency situations and the INSTRUCTION on the Methodology for the development of the risk assessment and plans for protection and rescue in emergency situations have been adopted during 2011 and 2012.

Context & Constraints:

The cooperation and collaboration with the representatives of the Civil society (NGOs and Universities) is improved through joint work on different programmes and projects.

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: 2

Some progress, but without systematic policy and/ or institutional commitment

Key Questions and Means of Verification

Do public education campaigns for risk-prone communities and local authorities include disaster risk? Yes

Public education campaigns for enhanced awareness of risk.	Yes
Training of local government	Yes
Disaster management (preparedness and emergency response)	Yes
Preventative risk management (risk and vulnerability)	Yes
Guidance for risk reduction	No
Availability of information on DRR practices at the community level	Yes

Description:

There is no National Strategy for Public Awareness, but there are single (thematic) instructions on how the public should behave and respond in case of emergency situation (disaster).

SEM is active in conducting the awareness raising campaigns. Most of the campaigns are realised in cooperation with the USAID PPES program in Serbia and the UNDP Office in Serbia, and other partners.

Publication of the Family Guide for Emergency Preparedness and Response was published in cooperation with OSCE Mission in Serbia. This publication is also translated into Hungarian, Albanian and Romani language, as well as English.

Also, many trainings, courses and exercises have been organized with the representatives of the local self-governments on emergency preparedness and response.

Context & Constraints:

Sector for emergency management is active in conducting the public awareness raising campaigns through conducting trainings and education, exercises, publishing educational posters and guides for emergency preparedness and response.

Section 6: Priority for action 4

Reduce the underlying risk factors

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

Is there a mechanism in place to protect and restore regulatory ecosystem services? (associated with wet lands, mangroves, forests etc) -- not complete --

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

Description:

The Law on Environment Protection, the Law on Emergency Situations, the Law on Fire Protection, the Law on Chemicals partly regulate this field.

Context & Constraints:

Domestic laws and standards are harmonized. However, reconciliation and standardization of legal acts with the ones of the EU is still in process.

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

Do social safety nets exist to increase the resilience of risk prone households and communities? -- not complete --

Crop and property insurance	Yes
Temporary employment guarantee schemes	No
Conditional and unconditional cash transfers	No
Micro finance (savings, loans, etc.)	Yes
Micro insurance	Yes

Description:

There is no National Strategy for Public Awareness, but there are single instructions on how the public should behave and respond in case of emergency situations.

Cooperation with Civil society is improving through collaborating in projects and programmes as well as participation in National Association for Fire Protection, etc.

Context & Constraints:

Sector for Emergency management is active in conducting the awareness raising campaigns. Most of the campaigns are realized in cooperation with the USAID PPES program in Serbia, UNDP Office in Serbia and OSCE Mission in Serbia.

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

Key Questions and Means of Verification

Are the costs and benefits of DRR incorporated into the planning of public investment? Yes

National and sectoral public investment systems incorporating DRR.

No

Please provide specific examples: e.g. public infrastructure, transport and communication, economic and productive assets

Investments in retrofitting infrastructures including schools and hospitals

No

Description:

Sector for Emergency Management of the Ministry of Interior conducts inspection controls and surveillance in accordance with the regulations of the Law on Fire Protection and Explosives. This surveillance identifies gaps, violation of obligations imposed by the law.

Context & Constraints:

Technical and technological progress should be better monitored.

Insurance companies should be more active in this field. The fines for the violations of the law should be more severe.

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

Is there investment to reduce the risk of vulnerable urban settlements? Yes

Investment in drainage infrastructure in flood prone areas	No
Slope stabilisation in landslide prone areas	No
Training of masons on safe construction technology	No
Provision of safe land and housing for low income households and communities	No
Risk sensitive regulation in land zoning and private real estate development	No
Regulated provision of land titling	No

Description:

The Law on Planning and Infrastructure Construction, which is under the jurisdiction of the Ministry of Transport, and the Law on Investment Maintenance of Residential Building regulate this issues.

The Law on Emergency Situations and the Law on Fire Protection regulate this area in the perspective of fire and explosion protection. Legal subjects are obliged to build or invest in building and maintenance of public and dual-usage shelters.

Context & Constraints:

Inspection surveillance should be more severe.

Priority for action 4: Core indicator 5

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

Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

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

% of recovery and reconstruction funds assigned to DRR	0
DRR capacities of local authorities for response and recovery strengthened	Yes
Risk assessment undertaken in pre- and post-disaster recovery and reconstruction planning	Yes
Measures taken to address gender based issues in recovery	No

Description:

In accordance with the Law on Emergency Situations, authorized and trained legal persons shall submit analyses, prognoses and responses related to protection and rescue issues at the request of the Ministry.

The National Emergency Protection and Rescue Plan shall regulate preventive and operational measures for prevention and reduction of consequences of natural and man-made disasters.

Context & Constraints:

According to the national regulations, the State Budget has designated reserve funds in case of a major emergency or a disaster. Similarly to this, Municipal Budgets also have designated reserve funds in case of emergencies.

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

Are the impacts of disaster risk that are created by major development projects assessed? Yes

Are cost/benefits of disaster risk taken into account in the design and operation of major development projects? -- not complete --

Impacts of disaster risk taken account in Environment Impact Assessment (EIA)	No
By national and sub-national authorities and institutions	No
By international development actors	No

Description:

According to the National regulations and Law on Fire Protection all buildings have to meet fire protection standards in order to get technical permits.

Context & Constraints:

Within the proces of EU integrations, Republic of Serbia has been harmonizing its legal framework with the European aquis, standards and codes.

Section 7: Priority for action 5

Strengthen disaster preparedness for effective response at all levels

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

Key Questions and Means of Verification

Are there national programmes or policies for disaster preparedness, contingency planning and response? -- not complete --

DRR incorporated in these programmes and policies

No

The institutional mechanisms exist for the rapid mobilisation of resources in a disaster, utilising civil society and the private sector; in addition to public sector support.

Yes

Are there national programmes or policies to make schools and health facilities safe in emergencies? -- not complete --

Policies and programmes for school and hospital safety

No

Training and mock drills in school and hospitals for emergency preparedness

No

Are future disaster risks anticipated through scenario development and aligned preparedness planning? -- not complete --

Potential risk scenarios are developed taking into account climate change projections

No

Preparedness plans are regularly updated based on future risk scenarios

No

Description:

In accordance with the Law on Emergency Situations, and the Regulation on the formation of Emergency Response Headquarters, the Serbian Government will, through the National Emergency Response Headquarters and SEM, directly manage major emergency situations or those that have affected several local self-governments.

The Commander of the National Headquarters will be a member of the Government (Minister of Interior), whilst the Chief Officer will be the Head of SEM.

On the local level, the Commander of the Municipal Emergency Response HQ is the Mayor and the Chief Officer is the Head of the territorial Dept. for Emergency Management of SEM. The Law on Emergency Situations decentralises protection and rescue activities so that local government units are responsible for the planning and organisation of civil protection and for the first response in emergency situations.

Context & Constraints:

Reconciliation and standardisation of legal acts with the ones of the EU is in the process.

It is important to develop the plan which contains all data and available capacities. It is necessary to equip the operational units with modern technology and equipment, to further develop specialised trainings, and to build human resources and capacities.

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

Are the contingency plans, procedures and resources in place to deal with a major disaster? -- not complete --

Plans and programmes are developed with gender sensitivities	No
Risk management/contingency plans for continued basic service delivery	No
Operations and communications centre	Yes
Search and rescue teams	Yes

Stockpiles of relief supplies	No
Shelters	No
Secure medical facilities	No
Dedicated provision for disabled and elderly in relief, shelter and emergency medical facilities	No
Businesses are a proactive partner in planning and delivery of response	No

Description:

In accordance with the Law on Emergency Situations the National Strategy for DRR and Protection and Rescue in Emergencies was adopted. Also a number of strategic documents and plans in the field of disaster and emergency management shall be adopted, such as: the National Vulnerability Assessment and National Emergency Protection and Rescue Plan.

The plans are developed in most of Serbian local self governments meaning that they will only be revised. These plans have been developed with the assistance and in cooperation with USAID PPES Program. PPES has been active for the past few years in education and training on the local self-government, and one of the main activities was certification of towns and municipalities for development of emergency plans.

In accordance with the Law on Emergency Situations, and the Regulation on the formation of Emergency Response Headquarters, the Serbian Government will, through the Republic Emergency Response Headquarters and SEM, directly manage major emergency situations or those that have affected several local self-governments. The Commander of the Republic Headquarters will be a member of the Government (Minister of Interior), whilst the Chief Officer will be the Head of SEM. On the local level, the Commander of the Municipal Emergency Response HQ is the Mayor and the Chief Officer is the Head of the territorial Dept. for Emergency Management of SEM.

Context & Constraints:

The Law on Emergency Situations decentralises protection and rescue activities so that local government units are responsible for the planning and organisation of civil protection and for the first response in emergency situations.

This system was followed for the first time and proved to be efficient in response to Kraljevo earthquake in 2010, as well in latter emergencies.

Consistency in carrying out the obligations imposed by the law and keeping regular update of the plans is needed.

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

Are financial arrangements in place to deal with major disaster? Yes

National contingency and calamity funds	Yes
The reduction of future risk is considered in the use of calamity funds	No
Insurance and reinsurance facilities	No
Catastrophe bonds and other capital market mechanisms	No

Description:

In accordance with the Law on Emergency Situations, the emergency management system is financed from the budget of the Republic of Serbia, budgets of the regional authorities and budgets of local authorities; Emergency Fund; and other donations in line with the law and other regulations.

Context & Constraints:

According to the national regulations, the State Budget has designated reserve funds in case of a major emergency or a disaster. Similarly to this, Municipal Budgets also have designated reserve funds in case of emergencies. Allocation of the financial means in the budget is the obligation of each local self-government.

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: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

Key Questions and Means of Verification

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

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

Description:

There is an Instruction on unified methodology for the evaluation of damages from natural disasters from 1987, as well as the Standard Operational Procedures for the operational units. The bylaw act (the Regulation on formation of Emergency Response HQ) was adopted and it regulates the area of response to disaster, early recovery, elimination of the consequences and information sharing.

Context & Constraints:

Continuous education and training of the Mayors as the Commanders and of the members of the Municipal Emergency Response HQ is needed.

Section 8: 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):

According to the Law on Emergency situations and the adopted Instruction on Methodology for making risk assessment and plans for protection and rescue in emergency situations, the development of the Risk and vulnerability assessments and Emergency Rescue and Protection plans on a Municipal level will follow. Many Municipalities have already developed these plans.

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

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.

Is gender disaggregated data available and being applied to decision-making for risk reduction and recovery activities?: No

Do gender concerns inform policy and programme conceptualisation and implementation in a meaningful and appropriate way?: -- not complete --

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

According to the preliminary results of the UNDP “Study on Gender in the Field of Disaster Risk Reduction in the Republic of Serbia”, it was recognized that women are mostly affected by disasters and are also the first responders. Therefore they should be an integral part of a successful DRR capacity building equation in order to prevent, manage and respond to disasters.

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.

Do responsible designated agencies, institutions and offices at the local level have capacities for the enforcement of risk reduction regulations?:
Yes

Are local institutions, village committees, communities, volunteers or urban resident welfare associations properly trained for response?: Yes

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

The regulation on the establishment of the Emergency Management Headquarters was adopted in December 2010. In accordance with this regulation, the commander of the Municipal Headquarters is the Mayor, and the members are from relevant stakeholders on local level, and representatives of other governmental and nongovernmental organizations and institutions.

Sector for emergency management has conducted training and seminars for Commanders and members of the Municipal EM HQs.

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

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 programmes take account of socio-environmental risks to the most vulnerable and marginalised groups?: Yes

Are appropriate social protection measures / safety nets that safeguard against their specific socioeconomic and political vulnerabilities being adequately implemented?: -- not complete --

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

e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

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.

Are there identified means and sources to convey local and community experience or traditional knowledge in disaster risk reduction?: Yes

If so, are they being integrated within local, sub-national and national disaster risk reduction plans and activities in a meaningful way?: Yes

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

The regulation on the establishment of the Emergency Management Headquarters was adopted in December 2010. In accordance with this regulation, the commander of the Municipal Headquarters is the Mayor, and the members are from relevant stakeholders on local level, and representatives of other governmental and nongovernmental organizations and institutions, such as Red Cross societies, Volunteer Fire Departments, Mountain rescue service, ant etc.

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):

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Section 9: Future Outlook

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:

The main goal for the Republic of Serbia is to further develop and strengthen the established integrated disaster and emergency management system on national, regional and local level with the aim of shifting from response approach to preparedness approach.

This could be accomplished by strengthening cooperation with the representatives of the local selfgovernments as well as the international partners.

Future Outlook Statement:

The Government of the Republic of Serbia is aware of the fact that climate changes are reflecting in more natural hazards each year, such as extreme weather conditions and temperatures, major wild fires, floods, land slides etc., that affect many communities and cooperation and coordination with partners in the region is necessary.

The region of the South-East Europe is prone to these disasters and with regard to that, one of the high priorities for the Serbian Government is the development of the national and local disaster risk reduction action plans.

Future Outlook 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:

In accordance with the Law on Emergency Situations, and the Regulation on the formation of Emergency Response Headquarters, the Serbian Government directly manages major emergency situations or those that have affected several local self-governments through the National Emergency Response Headquarters and SEM,

The Commander of the National Headquarters is the member of the Government (Minister of Interior), whilst the Chief Officer is the Head of SEM. On the local level, the Commander of the Municipal Emergency Response HQ is the Mayor and the Chief Officer is the Head of the territorial Dept. for Emergency Management of SEM.

The Law on Emergency Situations decentralises protection and rescue activities so that local government units are responsible for the planning and organisation of civil protection and for the first response in emergency situations.

Future Outlook Statement:

Consistency in carrying out the obligations imposed by the Law with keeping regular update of the emergency plans and risk assessments, as well as education and training of the commanders, chiefs and all members of emergency response HQs.

Future Outlook 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:

After adopting the Instruction on Methodology for making risk assessment and plans for protection and rescue in emergency situations, the development of the Risk and Vulnerability Assessments and Emergency Rescue and Protection Plans on a Municipal level will follow, as well as the National ones.

Future Outlook Statement:

Fully developed National Vulnerability Assessment and National Rescue and Protection Emergency Plans.

Future Outlook Area 4

The United Nations General Assembly Resolution 66/199, requested the development of a post-2015 framework for disaster risk reduction. A first outline will be developed for the next Global Platform in 2013, and a draft should be finalized towards the end of 2014 to be ready for consideration and adoption at the World Conference on Disaster Reduction in 2015

Please identify what you would consider to be the single most important element of the post-2015 Framework on Disaster Risk Reduction (2015-2025).:

Given current trends of disasters there is a need for much stronger tangible political commitment to tackle emerging disaster risks, including extreme events caused by climate change, as well as increasing vulnerability to multi-hazards events verified through increased DRR earmarked funding.

Also, there is a need for developing the guidelines and plans for recovery after a disaster as well as enhancing capacities and transfer responsibilities and resources to local communities for dealing with emergencies.

Section 10: Stakeholders

Organizations, departments, and institutions that have contributed to the report

Organization	Type	Focal Point
Sector for Emergency Management, Ministry of Interior	Gov	Ivan Baras, Assistant Head of Sector for Emergency Management