Croatia

Interim national progress report on the implementation of the Hyogo Framework for Action

Name of focal point: Ms Arabela Vahtaric
Organization: National Protection and Rescue Directorate
Designation: Head of Department for International Cooperation
E-mail address: arabela.vahtaric@duzs.hr
Telephone: +385 1 3650 077
Fax: +385 1 3650 025
Additional Focal points/other comments:

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**Strategic goals 1**

**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:**
The Republic of Croatia builds a system which through legislative regulations leads to disaster risk reduction.

A number of European Union standards concerning disaster risk reduction were implemented in the past two years through amendments made to the Protection and Rescue Act and the Environmental Act, as well as to the subordinate legislation.

**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:**
Strengthening local self-government capacities for disaster response (prevention, response and recovery)

Amendments made to the Protection and Rescue Act stressed the role of the local self-government in the disaster management system, deriving from the Constitution.

**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:**
Strengthening the role of all state administration bodies and public companies in the area of disaster management (prevention, response, recovery).

The legislation has tasked all of the state administration bodies, as well as state-owned public companies involved in disaster management (prevention, response, recovery).

**Priority for action 1**

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

**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

Description:
At national level, there is a system in place, as well as a number of involved actors; the process is underway to adopt a national platform for disaster risk reduction aimed at linking all the actors in order to reach a common goal to reduce disaster risks.

Context & Constraints:
There are overlaps between various institutions in the existing legislation, and now efforts are made to eliminate them.

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

Description:
It has been estimated that not enough has been achieved in disaster management at local level resulting in changes made to the legislation and mechanisms necessary for its implementation. Insufficient funds have been allocated for disaster risk reduction at local level.

Context & Constraints:
Local self-government is not capable of allocating sufficient funds; efforts have been made in this respect to change this situation, and although the state will try to provide assistance in this matter, the primary task lies with the local level.

Core indicator 3
Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
National Protection and Rescue Directorate has taken care of protection and rescue system through its local offices and has been stressing the need for active involvement of local self-government bodies in this matter. In the transitional period, the state will continue to financially assist local capacities for disaster response.

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

Core indicator 4
A national multi sectoral platform for disaster risk reduction is functioning.
Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
The procedure for adoption of the National platform for disaster risk reduction has been started and its adoption envisaged for the end of 2009. The process involves all relevant actors, from state administration bodies, through NGOs, public and private companies to scientific institutions and others who may actively contribute to the National Platform.

Context & Constraints:
To promote the importance of the National Platform’s adoption and to include a number of actors in its making. The process of its adoption will not be fast but will eventually yield good results.

Priority for action 2
Identify, assess and monitor disaster risks and enhance early warning

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

Description:
There is threat assessment 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 Office for Radiation Protection and State Office for Nuclear Safety.

Context & Constraints:
The implementation of the SEVESO II Directive has started calling for personnel training at local and national levels in the next one or two years, including the level of operators who will be responsible for the implementation of the Directive.

In order to carry out efficient rescue operations in the aftermath of a disaster or a major accident, a communication system is an imperative, to which purpose the TETRA system is being implemented, which is a long and expensive procedure.

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

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.

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

Description:
The system functioned well during the war in 1991-1995. The system is now upgraded but the modernization has not been finished yet 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.

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 resources and/or operational capacities

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, 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.

Several projects of common interest have been conducted covering risks such as earthquakes, forest fires and floods.

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.

Priority for action 3
*Use knowledge, innovation and education to build a culture of safety and resilience at all levels*

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

Description:
The 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:
Building of a single system which would merge all data on natural and technological disasters and make them available on the internet.

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

Description:
Hazards and risks form part of school curricula but in our opinion it is insufficient. We are now preparing a project on disaster reduction in schools.

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.

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

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.

Context & Constraints:
The process of adopting the National Platform is slow because of large numbers of actors involved, as well as because of substantial financial means required for its implementation.
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:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
There are differences in risks specific to different parts of the country, but the people in rural 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).

Context & Constraints:
A continuing process calling for constant upgrading making it necessary to work through electronic and other media to raise public awareness, which in turn calls for substantial financial means.

Priority for action 4
Reduce the underlying risk factors

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

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

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.

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

Description:
State policy has made every effort to link the private and public sectors in building sewers, providing for safe agricultural production, as well as public health care system, free-of-charge and available to all.
Context & Constraints:
Financial limits to above mentioned projects obstruct the desired development in that area.

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

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 disaster (earthquake) in the coastal area would cause great economic losses.

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

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 so that they are not fully applied at all times.

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

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.

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

Description:
Disaster risk impacts have been incorporated in all development plans on the basis of expected scenarios.

Context & Constraints:
Disaster risks impacts should be constantly updated and consider for protection and rescue plans.

Priority for action 5
Strengthen disaster preparedness for effective response at all levels

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

Description:
There is a protection and rescue system in place involving all state administration bodies and non-governmental 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:
Since large numbers of actors are involved in disaster risk management, there is a problem of good coordination and competence overlapping.

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

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

Context & Constraints:
Regular practice conducted at all levels.
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

**Description:**
They are in place at national level only and additional effort must be made at local level.

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

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

**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**

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**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 will be involved in drafting 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 hazards deriving from industry.

Future Outlook Statement:
Building codes must remain integrated in all plans. Supervision of their implementation must be strengthened.

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 on the local level.