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**Regional Organization Study: International Commission
for the Protection of the Danube River (ICPDR)**

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Executive Summary¹

The International Commission for the Protection of Danube River – ICPDR, established in 1998 and signed by the 14 Danube countries and the EU, is the regional organization and principal international body for promoting the sustainable and balanced use of water resources in the Danube River basin. The ICPDR is functioning as a platform for consultation, coordination and strategic planning among participating countries and is seen as a global leader in river basin management.

From a perspective of civil security, the ICPDR is primarily focused on environmental threats. In particular, it aims to reduce the risks from floods in line with the EU Floods Directive; to maintain a risk spot inventory; to improve the Danube Accident Emergency Warning System (AEWS) and to develop and harmonize basin-wide information and data systems; and to prevent industrial accidents resulting in the discharge of dangerous substances. No prioritization is made among mentioned threats, but reducing threats from floods is high on the agenda. For the ICPDR the concept of civil security represents an important, but not the only area of responsibility. Within civil security, ICPDR goals are focused on prevention and preparedness while response and recovery actions are the responsibilities of its member states. Exchange of information and coordination of national efforts between participating countries has a positive impact on both upgrading the river management systems and improving the state of civil security at the national level in participating countries.

The ICPDR Secretariat, with a coordinating function, is located in Vienna. A permanent unit or staff for crisis management does not exist within it. There are no specific agreements, programmes and budgets devoted to civil security in the ICPDR but there are projects which are being implemented by this organization that deal with some specific civil security topics such as: accident warning, flood protection, ice hazard etc.

¹ This case study represents one of Regional Organizations (RO) compiled in the context of the Analysis of Civil Security Systems in Europe (ANVIL) Project. The ANVIL Project aims to map the variety and similarities in Europe's regional civil security structures, practices and cultures and investigate how variety affects the safety of Europe's citizens. The results give policy stakeholders a clear overview over civil security architectures and EU-added value to the debate concerning “not one security fits all”. The ANVIL project is funded by the European Commission within the Seventh Framework Programme. Read more at www.anvil-project.net

The ICPDR is a coordinating body and not (or hardly) an implementing body. In crises, quick responses need to be implemented, for which the ICPDR as an organisation with a small number of staff members in the Permanent Secretariat would not be adequate. Instead, responses to crises remain a national responsibility, often harmonised among the ICPDR contracting parties through harmonisation of management plans in the ICPDR expert groups.

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List of Abbreviations

ad hoc S EG	ad hoc Strategic Expert Group
AEWS	Accident Emergency Warning System
APC EG	Accident Prevention and Control Expert Group
DRBD	Danube River Basin District t
DRBM Plan	Danube River Basin Management Plan
DRPC	Danube River Protection Convention
EADRCC	Euro-Atlantic Disaster Response Coordination Centre
EFAS	European Flood Alert System
EU SDR	EU Strategy for the Danube Region
EFD	EU Floods Directive
EGs	Expert Groups
EPDRB	Environmental Programme for the Danube River Basin
FLOOD EG	Expert Group on Flood Protection
GEF	Global Environment Facility
ICPDR	International Commission for the Protection of the Danube River
IM + GIS EG	Information Management and Geographical Information System Expert Group
MA EG	Monitoring and Assessment Expert Group
PIACs	Principal International Alert Centres
PM EG	Pressures and Measures Expert Group
pMS	participating Member States
PP EG	Public Participation Expert Group
RBM EG	River Basin Management Expert Group
RO	Regional Organizations
SAP	Strategic Action Plan
SEE	South Eastern Europe
SWG	Standing Working Group
TNMN	Trans National Monitoring Network
WFD	Water Framework Directive

1. Introduction²

The Danube River Protection Convention (DRPC), signed in Sofia in 1994, represents an instrument for cooperation in the area of trans-boundary water management in the Danube basin. Its implementation is being assured through the work of the International Commission for the Protection of the Danube River (ICPDR). The ICPDR is both a forum which allows its 15 contracting parties to coordinate the implementation of the DRPC and a platform for reviewing the progress they make. Furthermore, the ICPDR facilitates cooperation between the Danube countries and the Black Sea region in issues requiring coordination and cooperates with other international organisations where appropriate. The ICPDR is an international organisation that involves representatives of each participating country. All major decisions are made by the delegations of participating countries and they are prepared in the relevant expert groups. Operational work is conducted by the staff of the ICPDR permanent secretariat stationed in Vienna. The ICPDR manages the most international river basin in the world. The management is shared by 19 countries, 14 of which have river and Black sea shores of more than 2,000 square kilometres while the others have access to smaller sections of the Danube or are only located in the Danube river basin. For ANVIL, the ICPDR is relevant due to the fact that the Danube region experienced significant flood damage and losses by massive floods in the years 2002, 2005 and 2006.

2. Analytical Dimensions

2.1 Cultural and historical aspects of ICPDR dealing with civil security

2.1.1 The establishment of the ICPDR

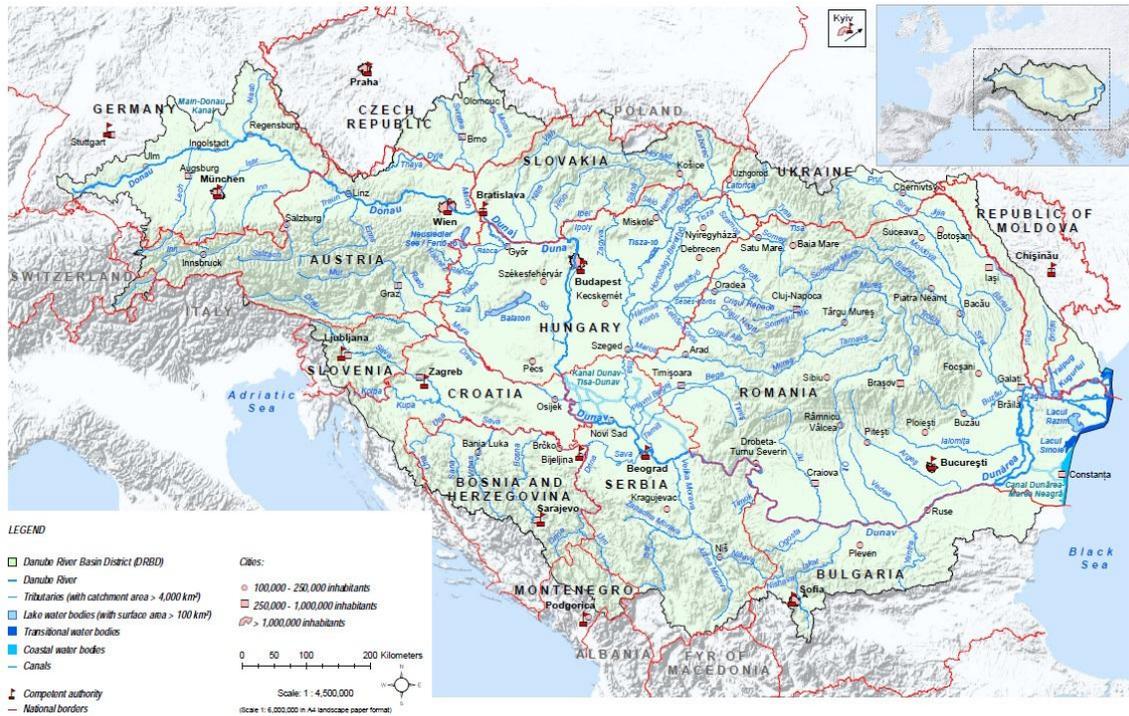
² The authors would particularly like to thank to the ICPDR Secretariat in Vienna and the Ministry of Agriculture of the Republic of Croatia for their useful imputes which were very helpful in elaborating this study.

Recognizing the increasing degradation of water quality, in 1985 eight countries sharing the Danube River signed the "Declaration of the Danube Countries to Cooperate on Questions Concerning the Water Management of the Danube", also known as the Bucharest Declaration. Basin-wide coordination was further strengthened at meetings in Sofia in September 1991 when the countries and interested international institutions drew up the Environmental Programme for the Danube River Basin (EPDRB). One of the major tasks of the EPDRB was the development of the Strategic Action Plan (SAP) with the aim to strengthen consultation procedures. At the same time, participating countries were also developing the "Convention on Cooperation for the Protection and Sustainable Use of the River Danube" (Danube River Protection Convention - DRPC). When drafting the SAP it was agreed that it should be designed as a tool to support the implementation of the DRPC (ICPDR, n.d.h). Civil security concerns played a role in composing DRPC. This is visible from art. 2. (1) of the DRPC which indicates "Contracting Parties shall make all efforts to control the hazards originating from accidents involving substances hazardous to water, floods and ice hazards of the Danube River" (ICPDR, 1994).

On the European level an event of great importance for the water protection was signing of the UNECE Convention on the Protection and Use of Trans-boundary Water Courses and International Lakes (Water Convention) in Helsinki on the 17th of March 1992. The Convention obliges Parties to prevent, control and reduce trans-boundary impact, use trans-boundary waters in a reasonable and equitable way and ensure their sustainable management. The Convention served as basis for signing the DRPC (UNECE, 2013).

The International Commission for the Protection of the Danube River (ICPDR) was formed as a transnational body three years later to further the implementation of the DRPC. The convention was signed in Sofia on June 29th 1994 and came into force in October 1998 (ICPDR, 1994; ICPDR, 2006c). The ICPDR was later enlarged to include Serbia, Bosnia and Herzegovina and Montenegro.

Figure 1: Danube River Basin



Source: ICPDR Annual Report (2011).

2.1.2 The evolution of ICPDR

The Convention was originally signed by 12 contracting parties: Austria, Bulgaria, Croatia, the Czech Republic, Germany, Hungary, Moldova, Romania, Slovakia, Slovenia and Ukraine and the European Union who committed themselves to implementing DRPC through ICPDR (ICPDR, 1994). Today there are 15 contracting parties to the ICPDR. Bosnia and Herzegovina, Montenegro and Serbia joined the organization after its initiation in 1994 (ICPDR, n.d.b). A total of 22 organizations have taken the opportunity to become observers to the ICPDR (ICPDR, 2011, p. 4), ranging from other international organizations and associations to businesses and NGOs (see section 2.2.). Observer organisations to the ICPDR range from international organizations such as the Black Sea Commission and International Hydrological Program of the UNESCO to various associations such as Friends of Nature International, Global Water Partnership and Association for the Danube Research.

Countries of South Eastern Europe (SEE) have several representatives in ICPDR, while the RO itself covers a much wider region. This is due to the fact that the Danube naturally connects South Eastern and Central Europe, while among participating countries there is a growing awareness about belonging to a wider Danube macro region of Europe. In spite of the fact that most of the SEE countries are not members of the EU at the moment, they are not in a less favourable position towards participating EU member states. This is because the EU, although signatory to the DRPC, does not exercise its right to vote in cases where its Member States exercise theirs and conversely (ICPDR, 2006cArt. 7.2). Through ICPDR many EU directives are being implemented also in the non EU member states of SEE. The mentioned countries supported this practice from the very beginning.

2.1.3 The member characteristics of ICPDR

All 14 participating member states (pMS) are democratic countries. Most of these countries are unitary states but there are also federal states (Germany, Austria and Bosnia and Herzegovina). The greatest differences between member states are not political but economic. ICPDR assembles both some of the richest and some of the poorest countries in Europe. The richest member is Austria where GDP per capita in 2011 was 42,400 USD, while in the same year in Moldova the GDP per capita was 3,400 USD (Index mundi, 2013). Upstream states (Germany and Austria) are highly developed, while downstream states have experienced fundamental economic changes, followed by both economic growth and economic crisis. The consequence of this is that participating member states have very different interests in the use and the protection of the river (Schmeier, 2010).

Austria, Croatia, Bulgaria, the Czech Republic, Germany, Hungary, Romania, Slovakia and Slovenia are the EU Member States. Out of these countries only Austria and Germany count among the old EU Member States (EU15), whereas the rest joined the EU in 2004, 2007 and 2013. Montenegro is in process of EU accession negotiations. The EU launched accession negotiations with Serbia in June 2013 while Bosnia and Herzegovina is still a potential EU candidate. Moldova and Ukraine are countries of the EU's neighbourhood.

Table 1: Selected indicators of the pMS within the International Commission for the Protection of the Danube River (ICPDR)

Country	Area in sq km (1 and 3)	Population in million, 2012 (1 and 3)	Real GDP growth rates, 2012, % change compared with previous year (2)	GDP p/c in PPS, 2011, EU 27 = 100 (3)	Human Exposure to Floods, ranking out of 165 countries (4)	Economic Exposure to Floods, ranking out of 165 countries (4)	Human Exposure to Landslides, ranking out of 165 countries (4)
Austria	83,871	8.40	0.8	129	74	22	74
Bulgaria	110,879	7.32	0.8	46	95	56	132
Bosnia and Herzegovina	51,197	3.87	...	31	88	101	77
Czech Republic	78,867	10.5	-1.3	80	80	39	114
Croatia	56,594	4.39	-2.0	61	101	60	90
Germany	357,022	81.84	0.7	121	29	5	73
Hungary	93,028	9.95	-1.7	66	64	34	148
Moldova	33,851	3.61	92	117	153
Montenegro	13,812	0.62	0.2	42	137	144	87
Romania	238,391	21.35	0.3	49	36	36	117
Serbia	77,474	7.24	...	35	41	48	102
Slovakia	49,035	5.4	2.0	73	89	61	143
Slovenia	20,273	2.05	-2.3	84	118	67	95
Ukraine	603,550	44.57	30	45	132

Sources:

(1) The World Factbook.

<https://www.cia.gov/library/publications/the-world-factbook/> (accessed April 2, 2013).

- (2) Eurostat, European Commission, Real GDP growth rate
- (3) Eurostat, European Commission, GDP per capita in PPS; Pocketbook on the enlargement countries. 2012 edition.
- (4) PreventionWeb, Risk Profile (lower scores indicate greater exposure)

2.1.4 The cultural milieu of ICPDR

There is a great variety among pMS regarding parameters on industrial/post industrial attitude according to the World Value Surveys 2005-2007. Roughly speaking, pMS could be divided into two groups, both representing societies with high scores in secular-rational values. However, the difference is that the first group has high scores in self-expression values (Germany, Austria, the Czech Republic, Slovenia and Croatia) while the second group has high scores in survival values (all other pMS) (World Values Survey, 2012). This cultural variation coincides with the aforementioned difference in the level of economic development between the upstream and the downstream countries. It should, however, be noted that the on-going economic crisis which strongly affected Slovenia and Croatia in the next round of World Value Survey might manifest itself as an increase in survival values in these countries.

Table 2: National-level Value scores on Traditional/Secular-rational values and Survival/Self-expression values for all available surveys (wave 1=1981, 2=1990,3=1995,4=2000, 5=2006)

Nation and wave	TradRat values	SurvSelf values
Austria 4	0.25	1.43
Bulgaria 5	1.13	-1.01
Bosnia and Herzegovina 4	0.34	- 0.65
Czech Republic 4	1.23	0.38
Croatia 4	0.08	0.31
Germany 5	1.31	0.74
Hungary 4	0.40	-1.22
Moldova 5	0.47	-1.28
Montenegro 4	0.86	-1.24

Romania 5	-0.39	-1.55
Serbia 5	0.35	-0.62
Slovakia 4	0.67	-0.43
Slovenia 5	0.73	0.36
Ukraine 5	0.30	-0.83

Source: World Value Surveys 2005-2007

http://www.worldvaluessurvey.org/wvs/articles/folder_published/article_base_111

The ICPDR has a number of participating member states and observers. It is not influenced or dominated by a single characteristic cultural feature such as language, religion or history. Besides English, the official language of ICPDR is German due to the organization's headquarters in Vienna, but in practice, only English is used in most cases. As this is not a native language for any country or region, it contributes to cooperation on equal grounds. However, the diversity of the Danube River basin is a key-feature of this basin in comparison to others world-wide, which poses many challenges. There are also similarities, especially when it comes to administration, which was to some extent been influenced by the Austrian-Hungarian Empire or the Ottoman Empire in most parts of the Danube River basin (E-mail correspondence, ICPDR, June, 2013).

In the coming years, climate change will pose a major challenge for water management in the EU and the whole ICPDR region. It is likely to bring more rain and higher flood risk in the north where flooding is already increasingly frequent. Since 1990, 259 major river floods have been reported, 165 of them since 2000 (European Commission, 2010).

Table 3: Basic characteristics of Danube River Basin (DRB) countries

DRB area	801,463 km ²
Danube countries with catchment areas >2,000 km ²	<p>EU Member States (9): Austria, Bulgaria, Croatia, Czech Republic, Germany, Hungary, Slovak Republic, Slovenia, Romania.</p> <p>Non EU member states (5): Bosnia & Herzegovina, Moldova, Montenegro, Serbia and Ukraine</p>

Inhabitants	approx. 80,5 million
Length of Danube River	2,857 km
Key tributaries with catchment areas >4,000 km ²	Lech, Naab, Isar, Inn, Traun, Enns, March/Morava, Svatka, Thaya/Dyje, Raab/Rába, Vah, Hron, Ipel/Ipoly, Siò, Drau/Drava, Tysa/Tisza/Tisa, Sava, Timis/Tamiš, Velika Morava, Timok, Jiu, Iskar, Olt, Yantra, Arges, Ialomita, Siret, Prut
Important water uses and services	Water abstraction (industry, irrigation, household supply), drinking water supply, wastewater discharge (municipalities, industry), hydropower generation, navigation, dredging and gravel exploitation, recreation, various ecosystem services.

Source: Danube River Basin District Management Plan (2009), p. 3.

2.2 Legal/institutional aspects of ICPDR dealing with civil security

2.2.1 The current legal basis of ICPDR

The work of the ICPDR is based on the 1994 DRPC as the major legal instrument for cooperation and trans-boundary water management in the Danube River basin. Article 18 of the DRPC regulates the establishment, tasks and competences of the ICPDR. The structure and the procedures of the ICPDR as well as its competences are stipulated in detail in Annex IV of the DRPC, and serve as the statutes of the commission.

The objectives of the ICPDR are: (i) sustainable and equitable water management, which encompasses control of the hazards originating from accidents, control of floods and ice-hazards and reducing the pollution loads of the Black Sea; (ii) maintaining and improving the current environmental and water quality conditions of the Danube River and of the waters in its catchment area; (iii) sustainable use of water resources for municipal, industrial and agricultural purposes as well as the conservation and restoration of ecosystems; (iv) conceptualizing measures based on the polluter pays principle; (v) stable

and environmentally sound development, which ensures maintenance of the overall quality of life, continuing access to natural resources, avoids lasting environmental damage, protects ecosystems and exercises preventive approach (ICPDR, 1994, Art. 2).

The ICPDR objectives have further been elaborated in the 2004 Danube Declaration, which includes the following: implementation of the EU Water Framework Directive; further reduction of the risk from flood through implementation of the Action Program for Sustainable Flood Protection; reduction of the total amounts of nutrients entering the Danube and its tributaries; stopping all discharge of untreated waters until 2015; phasing out entirely and significantly reducing other pollutants; reversing the trend of physical degradation of aquatic ecosystems; protecting, conserving and restoring biodiversity; improving monitoring and availability of data; promoting active participation of all stakeholders; promoting information exchange; ensuring that development of the agricultural sector does not lead to a degradation in the environmental quality; promoting integration of regional priorities into national programs; preventing industrial accidents resulting in dangerous substances being released into surface or groundwater; harmonizing the basin-wide information and data systems; reviewing operational structures of the ICPDR in order to implement appropriate changes (ICPDR, 2004a, Art.6). It should, however, it must be noted that the mentioned Danube Declaration is not a binding and statutory component of the ICPDR, but just an open political statement (E-mail correspondence, ICPDR, June, 2013). The statutory basis of the ICPDR is a single legislative source, the DRPC. This convention remained the legal base of the organization, however some of its obligatory tasks have been further elaborated in the following years.

On December 22, 2000 the EU Water Framework Directive (WFD) came into force. The EU Member States are obliged to fulfil this directive. With the aim of widening the area of WFD implementation, in September 2000 the president of the ICPDR wrote a letter to all the ministries responsible for water in the Danube River basin asking them about their readiness to implement the WFD. Responding to this letter all countries of the ICPDR declared their firm commitment to support the implementation of the WFD in their countries (ICPDR, 2005c, p. 2). In 2006 the ICPDR adopted its Rules of Procedure, which elaborated on decision making procedures in the event of a crisis (ICPDR, 2006c, Art. 8.4., see 2.3.). However, the legal base of the ICPDR does not include more specific legal provisions pertaining to civil security, e.g. regarding assistance.

There are no major legal reforms of the ICPDR which are on-going or foreseen in the future. The ICPDR continues to implement the DRPC and coordinates the implementation of the EU WFD and EU Floods Directive in the Danube River basin. Regarding this, no major changes are expected (E-mail correspondence, ICPDR, June, 2013).

2.2.2 The current ICPDR institutional framework

Ruling bodies

The highest level body of the ICPDR is the Conference of Parties, which unites representatives of the contracting parties to discuss policies related to implementation of the DRPC. The Conference translates general policy decisions into operationalized strategies (Schmeier, 2010, p. 18). Cooperation is organized in the form of the commission where each contracting party nominates up to five delegates, including the head of delegation and their deputies. The conference meets regularly once per year, but extraordinary meetings are possible if at least three delegations request them (ICPDR, 2006c, Art. 5.).

The Standing Working Group (SWG) coordinates the work of the ICPDR between the ordinary meetings, prepares the issues for the meetings and indicates main strategic issues to be resolved by the ICPDR. It is composed of heads of delegation and/or their nominated representatives and its composition is identical to that of the Conference of the Parties (it uses the same people but typically with fewer participants). The SWG also guides the activities of the expert groups (ICPDR, 2006c, Art. 3.). The ICPDR is chaired by the contracting parties by alphabetical order (according to the English name) for one year. The presiding country's delegation nominates one of its members to become president of the ICPDR. The president may be supported by the previous president and by his/her future successor. Duties of the president are to: convene meetings of the ICPDR and of the SWG via the secretariat; preside at all the meetings; ensure observance of these rules and decide all questions of order raised at the meetings; give directives to the executive secretary and inform the public about the results of meetings (ICPDR, 2006c, Art. 4.5.). Bosnia and Herzegovina is presiding over the ICPDR in 2013.

The ICPDR establishes expert groups (EGs), which provide the scientific and technical basis for its work and meet at least once a year (ICPDR, 1994, Art. 10). EGs are regulated by their own rules of procedure. They define the composition of the group, its task and its links to other bodies in the ICPDR. EGs comprise delegates from the contracting parties and delegates from observer organisations (which have no formal vote). Each contracting party nominates one (or, if required, more) standing member to the EG while each EG elects the candidates for the chairperson and vice-chairperson for a two-year period. EGs are supported by the secretariat and they report to the International Commission and the SWG. EGs recommendations and proposals are submitted to the international commission for approval (ICPDR, 2006c, Art. 10.2.).

At the time of writing, eight expert groups have been established to address varied issues, ranging from policy measures to reduce water pollution to the implementation of the EU WFD: the River Basin Management Expert Group (RBM EG), the Pressures and Measures Expert Group (PM EG), the Monitoring and Assessment Expert Group (MA EG), the Accident Prevention and Control Expert Group (APC EG), the Information Management and Geographical Information System Expert Group (IM + GIS EG), the Expert Group on Flood Protection (FLOOD EG), the Public Participation Expert Group (PP EG) and the ad hoc Strategic Expert Group (ad hoc S EG) (ICPDR, n.d. d).

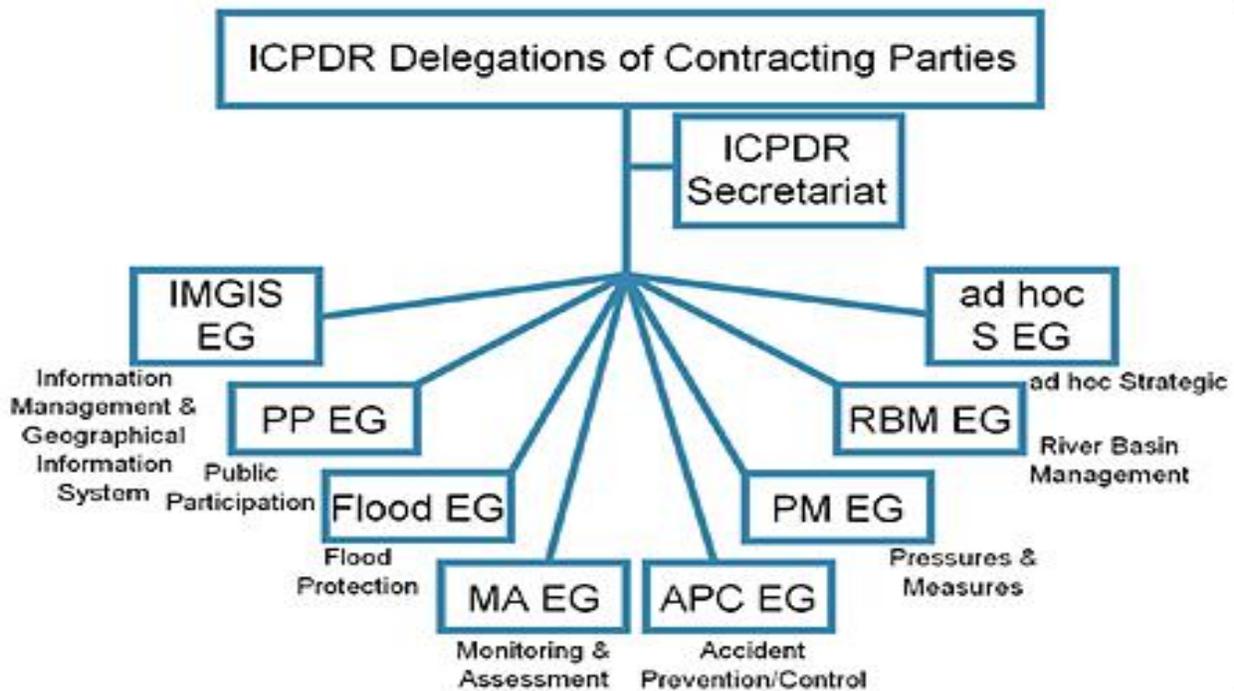
Each of these expert groups has the possibility to form task groups, if specific tasks arise. Task groups involve experts from the group and/or additional experts. Task groups have specific mandates and their work is usually time limited. There is no “dominance” of any country, as all delegations to the ICPDR and its working groups (expert groups and tasks groups) are equal – one country, one vote. There may be a higher number of expert participation from Upper Danube countries (often they can simply afford sending experts more easily) and also a bias towards them among chairpersons and secretariat staff. The “quality” of particular EGs could be examined by looking at the number of participants in the EGs meetings. The more an EG will be recognised as important, the more participants it may have (E-mail correspondence, ICPDR, June, 2013).

The overall quality of the ICPDR EGs is visible from their results. Namely, the EGs were of key importance in preparations for the 1st DRBM Plan (key implementation document of the DRPC) which according to the EU WFD lasted several years. Each pMS was obliged to send their representatives to the EGs and to

provide requested information. Within this framework each pMS which is in the EU was obliged to adopt its national water management plan by the end of 2009 and in February 2010 the 1st DRBM Plan was adopted by the ICPDR (Interview, Ministry of Agriculture RC, June, 2013).

Information exchange is a key-aspect of the work of expert groups of the ICPDR. For civil security, there are at least three expert groups of particular importance: APC EG, FLOOD EG, and IM + GIS EG. APC EG maintains risk spot inventories, supports work for the Accident Emergency Warning System (AEWS) and develops strategies to prevent or manage accidents. FLOOD EG was responsible for developing the action programme for sustainable flood protection in the Danube River basin and is currently overseeing its implementation at the national level. It also oversees related efforts in the context of the EU Floods Directive. IM + GIS EG coordinated development of a series of maps of the Danube River basin and the strategic plan for a Danube River basin GIS (ICPDR, 2013, n.d. d). The participation in expert group meetings is actively encouraged by the ICPDR and thereby contributes to raising awareness for these issues in the contracting parties – in part also through ICPDR communication means such as the website, Danube Watch or conference participation (E-mail correspondence, ICPDR, June, 2013).

Figure 2: The ICPDR expert groups



Source: ICPDR webpage: <http://www.icpdr.org/main/icpdr/10-frequently-asked-questions-international-commission-protection-danube-river>

Observers/associate members

Participants with observer status have a right to: be informed by the ICPDR secretariat of the date, place and agenda of the ICPDR meetings; free access to all aspects of the ICPDR and its bodies; participation in meetings organized in the framework of the ICPDR with the possibility to express their position and view; participation (upon invitation) at ICPDR programs; payment of contributions to the budget of the ICPDR (on a voluntary basis) and furthering the ICPDR principles and goals in their legislation and practice; submitting relevant documents and proposals to the ICPDR which are distributed by the secretariat and may be discussed at meetings (ICPDR, 2005d, Art. 3.1.).

Participants with consultative status have the same rights as observers except they cannot submit relevant documents and proposals to the ICPDR which may be discussed at the meetings (ibid., Art. 2.1.). Every observer to the ICPDR (unlike participants with consultative status) needs to have specialized technical or scientific competence or other competences relating to the goals of the DRPC (ibid., Art. 3.2.). Furthermore, every observer has to nominate one representative to ICPDR unless otherwise agreed (ibid.). Observers actively contribute to the work of expert groups and task groups and participate in ordinary meetings and SWG meetings. Through this, information sharing and capacity building is facilitated and observers are being informed, trained and educated (E-mail correspondence, ICPDR, March 2013).

A total of 22 organizations have become observers to the ICPDR: Black Sea Commission; Central Dredging Association; Convention on the Protection and Sustainable Development of the Carpathians; Danube Commission; Danube Environmental Forum; Danube Parks; Danube Tourist Commission; European Anglers Alliance; European Barge Union; European Water Association; Friends of Nature International; Global Water Partnership; International Association for Danube Research; International Association of Water Supply Companies in the Danube River Catchment Area; International Hydrological Program of UNESCO; International Sava River Basin Commission; RAMSAR Convention on Wetlands; Regional

Environmental Center for Central and Eastern Europe; VGB PowerTech e.V.; via donau; World Wide Fund for Nature – Danube-Carpathian Program and Danube Competence Center (ICPDR, 2011, p. 4).

Administrative/executive bodies

The Permanent Secretariat is located in Vienna and it performs administrative functions. The secretariat's staff is composed of nationals of the contracting parties. The secretariat has the responsibility to perform functions necessary to maintain and support the ICPDR in the implementation of the DRPC. The overall management and supervisory functions of the secretariat are entrusted to the executive secretary (ICPDR, 2006a, Art. 1.1.). Rules of Procedure of the ICPDR define functions of the permanent secretariat: drawing up the budget and calculating contributions for income and expenditure, preparation and distribution of reports on ICPDR activities and coordination with external actors (ICPDR, 2006c, Art. 9.).

Some commentators indicate that tasks of the permanent secretariat are defined relatively narrowly, matching expectations of the member states and the needs of the river basin. This is because the member states see the ICPDR as a transboundary coordination mechanism fulfilling those functions that should be implemented on the international level while coordinating activities that can be carried out by member states (Schmeier, 2010, p. 18).

The secretariat is a small organization with a flat structure aiming to achieve maximum openness (ibid., Art. 2.2.). It has only 12 permanent staff and a limited bureaucratic structure (E-mail correspondence, ICPDR, June, 2013). It employs: executive secretary, technical expert in water management, technical expert in water quality and quantity, technical expert in river basin management, expert for public participation and communication, information management expert, financial management officer and office manager (ICPDR, 2006a, Art. 2.3.). A permanent unit or staff for crisis management does not exist in the secretariat.

Apart from the overall management and supervisory functions the executive secretary is responsible for drawing up the budget and calculating contributions for the income and expenditure of the ICPDR in a year. The executive secretary supports the ICPDR bodies in developing their annual work programs and performs other tasks that may be entrusted to him/her by the SWG, Ordinary Meeting or by the

president. The executive secretary also prepares and circulates in the first quarter of each year a draft report giving an account of the activities implemented during the last year (ICPDR, 2006c, Art. 9.7.).

ICPDR and civil security - funding

There are no specific agreements, programmes and budgets devoted to civil security but there are projects which are being implemented by the organization that deal with some specific civil security topics such as: accident warning, flood protection, ice hazard etc. Activities related to civil security, the same as all other activities, get funded from the ICPDR budget which unless otherwise agreed comes in equal shares from participating member states. In 2011 the overall ICPDR budget was somewhat over one million euro. In the case of floods in particular the ICPDR participating member states coordinate their actions and frequently jointly apply for funds to the EU Solidarity Fund (Interview, Ministry of Agriculture RC, March, 2013).

The EU funds projects developed within and in cooperation with the ICPDR. In 2010 ICPDR received an EU grant for a two-year project for the “Implementation and follow – up of the first Danube River Basin Management Plan”. The main objective of the project was to support key actions needed in the implementation and follow-up of the first Danube River basin management plan and Tisza sub-basin management plan. The project supported activities such as: filling data gaps in ecological status assessment, development of methods of evaluation of implementation, interactions with stakeholders in agriculture and hydropower, and adaption to climate change (ICPDR, n.d. f).

Similarly, the ICPDR participated as observer on the project Floodrisk funded by the EU. The Floodrisk project focuses on the most cost-effective measures for flood risk reduction. The project brings together various stakeholders who jointly develop a scalable system of flood risk maps for the Danube River floodplains. Partners on this project are institutions of the 19 Danube countries including central public bodies, universities, research institutes, operational agencies and NGOs. The lead partner is the Ministry of Environment, Romania (Danube Floodrisk, 2009).

On some occasions ICPDR civil security projects are funded from other international organizations and businesses (Interview, Ministry of Agriculture RC, March, 2013).

Accountability

The executive secretary is responsible to the International Commission for the administration of the secretariat and for composing the budget and calculating contributions for income and expenditures in a year. The SWG reports to this commission. The expert groups also report and submit their recommendations and proposals to the commission for approval (ICPDR, 2006c, Art. 9.6., 10.2.).

Most important is the accountability of the commission to the pMS. Heads of delegations are appointed by their governments and decisions are usually adopted by consensus, which results in direct and permanent control by the member states. In cases where consensus is not possible and voting is required, individual countries have the possibility to not accept the decision (ICPDR, 1994, Annex IV, Art. 5.2.).

Legal changes

Although DRPC, which serves as the legal and institutional basis of the ICPDR, has not been amended, the ICPDR framework has been upgraded over time. This particularly relates to the commitment to implement the EU WFD in the entire Danube River basin which was expressed in 2000 by means of a resolution at an ICPDR meeting. In 2004, the voluntary commitment of all pMS to implement the WFD was indicated as a major achievement in an official ICPDR document (ICPDR, 2004a, Art. 3). In the 2010 document “Danube Declaration-Danube Basin: Shared Waters-Joint Responsibilities” ICPDR activities were further enlarged (ICPDR, 2010b). This particularly refers to the approval of the Danube River basin management plan which has been a milestone in aligning the ICPDR to cross-sector challenges, such as climate change, hydro power, navigation and agriculture (ICPDR, 2009a). The role of the ICPDR is also reinforced in strategic documents that highlight the risks of climate change, which results in more frequent flooding (ICPDR, 2012b).

2.2.3 Decision making process

Description of the decision making process

The ICPDR is an international organization prevalently based on an intergovernmental decision making system. The expert groups constituted by the delegates from the contracting parties usually prepare

decisions (called resolutions). The resolutions are put to vote at the Ordinary Meetings where national delegations take their national interest into consideration. This mechanism allows governments to have their guidelines or strategies reflected in the work of the ICPDR (E-mail correspondence, ICPDR, March, 2013).

The ICPDR Ordinary Meeting constitutes a quorum with the presence of the delegations of at least two thirds of the contracting parties (ICPDR, 1994, Annex IV, Art. 4.3.). Decisions and recommendations are adopted by consensus. If consensus cannot be reached decisions or recommendations are adopted by a four-fifths majority vote of the delegations present and voting. The decision becomes binding on the first day of the eleventh month following the date of its adoption for all contracting parties that voted for it and have not within that period notified the Executive Secretary in writing that they are unable to accept the decision (ibid. Art. 5.2.). Due to this option to opt-out from common decisions, the ICPDR remains a firmly intergovernmental framework (ibid.). The consensus requirement causes protracted negotiations, but it also fosters a stronger sense of ownership and responsibility for the decisions finally reached (E-mail correspondence, ICPDR, June, 2013).

The ICPDR may use a written procedure in **urgent cases**. The adoption of recommendations and decisions by written procedure may be proposed by the President or by any delegation of the contracting parties. The draft recommendation or decision is forwarded by the President via the Secretariat to the delegations of the contracting parties. If within two months after delivery there is no reply from any delegation rejecting the draft proposal, it is considered to be unanimously accepted. In extremely urgent cases the President may, in consent with the delegations, determine a reduced time frame. The rejected draft recommendations or decisions must to be put on the agenda of the following ICPDR meeting (ICPDR, 2006c, Art. 8.4.).

2.2.4 Activities related to civil security

Range of threats

From a perspective of civil security, the ICPDR is primarily focused on environmental threats. In particular, it aims to reduce the risks from floods in line with the EU Floods Directive; maintain a risk spot

inventory; to improve the Danube AEWS; to develop and harmonize basin-wide information and data systems; and to prevent industrial accidents resulting in the discharge of dangerous substances (ICPDR, 2004a, Art. 6.). The ICPDR website also indicates that it deals with the threat of droughts and ice hazards, although those aspects are not elaborated in great detail in the accessible official documents. In short, the ICPDR is focused predominantly on specific threats connected to water pollution, flooding or related industrial accidents and is not applying the all-hazards approach.

No prioritization is made among listed threats, but reducing threats from floods is high on agenda (ibid.). In spite of the fact that floods are natural events being part of the natural water cycle, inappropriate land use in high-risk areas and serious interference in natural processes has increased the risk of floods in the Danube River basin. Floods have become the most frequent kind of threat in the region. Climate change has further aggravated the situation, leading to an increased risk of damaging flood events (ICPDR, 2004b). In 2007, the ICPDR took responsibility for coordinating the implementation of the EU Floods Directive in the Danube River basin (ICPDR, 2013).

2.2.5 Crisis management cycle

The ICPDR is focused on prevention and preparedness aspects of the crisis cycle management while actions related to response are not a priority (ICPDR, 1994, Art. 16). The ICPDR is a coordinating body and not (or hardly) an implementing body. In crises, quick response needs to be implemented, for which the ICPDR as an organisation with a small number of staff members in the permanent secretariat would not be appropriate. Instead, responses to crises remain a national responsibility, often harmonised among the ICPDR contracting parties through harmonisation of management plans in the ICPDR expert groups (E-mail correspondence, ICPDR, June, 2013). Overall, the ICPDR functions both at the political and on the operative level. At the operative level its role is crucial in setting trans-boundary warning systems such as AEWS and European Flood Alert System (EFAS). The focus on the warning systems is the result of the fact that the unfortunate events such as floods and accidents in the upstream countries impact the downstream countries as well, despite the fact that the downstream countries usually have no link with causes of these disasters.

Prevention

The Trans National Monitoring Network (TNMN) is an important instrument for co-operation in the field of monitoring and assessment. It was launched in 1996 with the aim to provide the overall view of

pollution and long-term trends in water quality in the Danube River basin. The TNMN monitoring network is composed of the national surface water monitoring networks and it includes 79 monitoring locations each with up to three sampling points across the Danube River basin. The minimum sampling frequency is 12 times per year for chemical determinants in water and twice a year for biological parameters (ICPDR, n.d. i).

In 2004 the ICPDR adopted the Action Programme for Sustainable Flood Protection in the Danube River Basin. This programme defined the underlying principles and objectives for flood protection for the entire Danube River basin together with a timeframe. Its goal was to achieve a long-term and sustainable approach to floods risk management. The programme was designed in line with the provisions of the EU Flood Directive (2007/60/EC) (ICPDR, 2009a, pp. 88-89). It set four major basin-wide targets, which are currently under implementation: (i) improvement of flood forecasting and Early Flood Warning System; (ii) support for the preparation of and coordination between sub-basin-wide flood action plans; (iii) creating forums for exchange of expert knowledge; and (iv) recommendation for a common approach in assessment of flood-prone areas and evaluation of flood risk (ICPDR, 2004b, p. 4).

In 2009 the ICPDR published 17 sub-basin flood action plans covering the entire Danube River basin. This represented a key milestone in implementing the ICPDR action programme for sustainable flood prevention. The 17 plans provide a broad overview of the technical measures all Danube countries will be taking in flood prevention. They are also a contribution to the effort of finalizing flood risk management plans by 2015 as required by the EU Directive on the Assessment and Management of Flood Risks (EFD) (ICPDR, 2010d, p. 47).

In 2009 the ICPDR enacted the Danube River Basin Management Plan (DRBM) for the period 2009-2015. It focuses on the main trans-boundary problems and significant water management issues that can directly or indirectly affect the quality of rivers and lakes as well as trans-boundary groundwater bodies (ICPDR, 2009a). Similar to the action programme for sustainable flood protection, the DRBM plan sets the framework for more detailed plans at the sub-basin or national level. The DRBM plan outlines visions for achieving improved and sustainable water environment related to the following significant water management issues: (i) pollution by organic substances, (ii) pollution by nutrients, (iii) pollution by

hazardous substances and (iv) hydromorphological alterations. DRBM plan activities are largely focused on implementing the EU WFD (ICPDR, 2008, p.8).

The 2012 interim report on the implementation of the joint program of measures set in the DRBM plan gives a positive assessment of the progress made so far. Based on information from all Danube countries it states that over the last years, the Danube and the Black Sea have shown positive environmental responses. This can be attributed to the efforts the countries have taken in nutrient reduction actions, improvement of wastewater treatment, addressing hydromorphological alterations, but also due to a number of EU supported funding programmes, GEF supported projects, and interventions for the international community and international foreign investments (ICPDR, 2012a, p. 35).

Somewhat more critical assessment of the joint program of measures has been provided in the background paper to the ICPDR workshop on this program. In the paper the author claims that environmental objectives of the WFD will not be achieved by 2015 regarding hazardous substances (Madalina, 2013). Since the current knowledge on hazardous substances is insufficient he recommends development of national inventories on emissions, discharges and losses. In this context he praises the work of the TNMN as well as the planned ICPDR co-ordinated compilation of the national inventories for each part of the Danube River basin (ibid.).

Preparedness

In 1997 the ICPDR initiated its AEWS which is activated in case of a risk of trans-boundary water pollution, or exceeding the threshold danger levels of hazardous substances. The AEWS sends warning messages which help the downstream countries to activate public safety and environmental protection measures. The AEWS operates within network of Principal International Alert Centres (PIAC) stationed in participating countries. Each PIAC is composed of: i) communication unit (operating 24 hours a day), which sends and receives warning messages, ii) expert unit, which evaluates the possible trans-boundary impact of any accident using the database of dangerous substances and the Danube Basin Alarm Model, iii) decision unit, which decides when international warnings are to be sent (ICPDR, n.d. a).

Relevant authorities in each pMS are responsible for passing on the warning to the others. Recently the most significant accident was the spillage of red sludge near the village of Kolontár in Hungary on

October the 4th 2010 when a dam at an aluminium factory broke. This caused the release of around 1.5 million cubic metres of alkaline red sludge and water. Ten people died and 120 were injured while about 1100 hectares were affected. After Hungary informed them over the AEWS about the disaster the downstream countries (Slovakia, Croatia, Serbia, Romania and Bulgaria) started extensively monitoring the Danube River, particularly at locations where the river entered these countries. Overall around 60 messages were shared through the AEWS. Furthermore, the system was used not only for warning but also for updating the monitoring results. The company responsible for the disaster has received a record penalty of around 470 million euros, while costs for cleaning and decontaminating were estimated at between 100 and 200 million USD. The ICPDR in cooperation with the relevant Hungarian authorities dealt with media requests and published information on its website. As an on-going effort, the APC EG of the ICPDR continues its work to avoid or mitigate such disasters in the future. As the main follow-up on the accident, the ICPDR plans to review all listed accident risk spots and to evaluate if enough measures have been taken to prevent such accidents in future (ICPDR, 2010c; ICPDR n.d. j).

In 2007, the ICPDR action programme for sustainable flood protection led to the installation of the Danube part of the European Flood Alert System (EFAS), which had been developed at the EC Joint Research Centre (JRC) with support of the national meteorological services and national hydrological services. The system enables the Danube countries to receive information in the form of early flood warning reports in 3-10 days. Danube-EFAS information is available through a password-protected website, 24 hours a day, and it is managed by the JRC. The system includes 700 rainfall stations in the Danube basin, and there are plans for an increase to around 3,000 stations. The information which is provided includes flood forecasts and maps which show rivers potentially reaching critical alert levels (ICPDR, n.d. g).

2.2.6 The crisis management approach

Civil/military role and assets

ICPDR delegations are composed of civilian staff. As previously noted, activities of the ICPDR are focused on prevention and preparedness aspects of the crisis cycle management in which civilian assets are primarily involved.

Way of doing business

The ICPDR serves as a coordinating platform to coordinate multilateral and basin-wide issues at the “roof level”. Participating member states decide independently what operational actions are taken based on the ICPDR programmes and plans which set the basin wide framework and goals (E-mail correspondence, ICPDR, March, 2013). All ICPDR working groups prepare reports on their work twice a year for the Conference of Parties. Furthermore, every EU member state which participates in the ICPDR reports to the European Commission on implementation of all the relevant EU directives including the WFD (Interview, Ministry of Agriculture RC, June, 2013). The DRBM plan foresees 6-year implementation cycles that also assess progress. The 2012 interim report on the implementation of the Joint Program of Measures in the DRBD provides information on progress in the implementation of that programme as included in the 1st DRBM plan. Moreover, there exist also clear links to the 2nd DRBM plan which is to be elaborated by the end of 2015 (ICPDR, 2012a).

There are a number of ICPDR riparian states and they reflect a very broad array of socioeconomic development levels. As a consequence, they have very different interests in the use and the protection of the river. This is the main reason why the ICPDR is seen as a global leader in river basin management, with expertise in fostering cooperation between these countries (Schmeier, 2010, p. 18). It is committed to cooperation and spreading or exchange of knowledge not only within Central and Eastern Europe but also worldwide. Upon request, it accepts visiting delegations to observe its work or its experts participate in the activities of other bodies. For example, in 2010 there were exchanges of experience with some initiatives in Netherlands, India, Republic of Korea, China-the Mekong Basin and Brazil. Specific arrangements are on-going with the Black Sea Commission, International Sava Basin Commission, the Danube Commission and the Orange-Senqu River Commission (ICPDR, 2010a, p. 11).

In 2010 the ICPDR published the Platina Manual on Good Practices in Sustainable Waterway Planning, providing guidelines for planning waterway development projects that are compatible with environmental protection requirements. This document is a result of cooperation between stakeholder groups with traditionally conflicting goals, the inland waterways transport industry and conservation groups (ICPDR, 2010e). Similarly, the 2011 saw the formation of the APC EG, formed by the merger of two existing groups: the Accident Prevention and AEWS Task Groups. The new expert group brought

together ICPDR experts working to reduce the occurrence of accidents (prevention) with all those involved with limiting the negative consequences (preparedness) (ICPDR, 2011, p. 8).

The EU WFD encourages development of more detailed sub-basin programmes to supplement river basin management at the basin-wide scale. Given the wideness and complexity of the Danube River basin such an approach is necessary. Furthermore, this enables more bottom-up approaches in implementation of the DRPC and greater involvement of all interested stakeholders (ICPDR, 2009b, p. 9). The ICPDR strongly supports this work, assisting local and regional planners in following the DRBM process at the sub-basin level. In 2008 the ICPDR signed a Memorandum of Understanding with the International Sava River Basin Commission. The aim of this memorandum was to provide a framework for enhancing cooperation and coordination between the Sava River Basin Commission and ICPDR in order to avoid duplication of their activities but bearing in mind the particularities of their respective mandates (ICPDR & ISRBC, 2008).

In 2011 major strides forward in securing a positive future in the Tisza, Sava and Danube Delta sub-basins occurred: adoption of the river basin plan for the Tisza, initial public consultations on the draft plan for the Sava River Basin Management Plan and completion of the first Joint Danube Delta Survey (ICPDR, 2011, p. 12).

The year 2011 was important for the Tisza sub-basin because ministers approved the Integrated Tisza River Basin Management (ITRBM) Plan developed by the ICPDR Tisza group. As a sign of support for sustainable development of the Tisza basin the Tisza group countries signed an updated memorandum of understanding on the 11th of April 2011 in Uzhgorod, Ukraine (ibid.).

2.3. The relations between ICPDR and pMS citizens, governments and stakeholders

2.3.1 Citizens

Active involvement of the public is a core principle in sustainable water management, while informing the public was already recognized in the DRPC, signed in 1994 (ICPDR, 1994). Article 14 envisaged that the contracting parties and their competent authorities were required to make available information to

the public, while article 16 envisaged that contracting parties provide coordinated or joint communication, warning and alarm systems in the basin-wide context.

The work of the ICPDR puts a strong emphasis on public participation (in line with the EU WFD and the EU Floods Directive), primarily through two means: (i) the involvement of official observers in the Ordinary Meetings and SWG Meetings of the ICPDR, but also in expert group meetings; (ii) through the work of an expert group specifically dedicated to public participation and communication as well as a technical expert facilitating and supporting this work from the ICPDR secretariat (E-mail correspondence, ICPDR, March, 2013).

Public participation is further enabled by a range of communication activities including: dissemination of press releases, publication of the Danube Watch magazine, production and dissemination of a teaching kit called "Danube Box", publication of press releases, maintenance of the home website and related websites, publication of technical reports and documents, organization of the annual Danube Day celebrations (29 June) with hundreds of thousands of participants, organization of the childcare's art competition "Danube Art Master" and an active dialogue with corporations through the "Business Friends of the Danube" network (ICPDR, 2011, p. 11).

The Danube Box has been developed within the framework of the "Green Danube Partnership" between the Coca-Cola Company, Coca-Cola Hellenic and the ICPDR. In national workshops which have taken place in several Danube countries, problems and needs of the countries have been discussed and documented. Based on this, it has been decided to produce a transboundary educational kit which will help with awareness-raising. The prototype educational kit was designed and produced by an Austrian expert team, in close cooperation with the ICPDR and other experts from the Danube countries. The kit is in use in a number of Danube countries where it is promoted in various projects and activities. It is available in English, German, Bulgarian, Romanian, Hungarian, Czech and Serbian. In countries where the kit is used implementation proceeds in close cooperation with the respective ministries for environment or water management, the ministries for education and schools (ICPDR, n.d. c). The influence of this tool for awareness-raising has gone beyond the limits of the Danube River basin, having served as a model and inspiration for the German Saar Box, the Black Sea Box and for development of the South African Orange River Box (ICPDR, 2010a, p. 12).

The main method used by the ICPDR for informing the public on an emerging/unfolding crisis, cannot be singled out, because such informing is done by participating member states themselves. For example, the AEWS of the ICPDR is activated whenever there is a risk of transboundary water pollution or threshold danger levels of hazardous substances are exceeded, but informing of the public remains the task of participating member states and their respective institutions. Similarly, the ICPDR website does not to update citizens on the relevant crisis issue/security. The ICPDR can offer help to disseminate information where wanted or facilitate information flows, but the information it gives in crises is usually very limited (E-mail correspondence, ICPDR, June, 2013).

In order to enhance public involvement and understanding of key issues, some new communication tools initiatives were developed in 2011. For example, a draft communication strategy to raise awareness of the DRBM plan was produced by the public participation expert group (PP EG); experts drafted criteria for overhauling the ICPDR website, which was re-launched in spring 2012, and a 'Waltzing Waters' documentary began production (ICPDR, 2011, p. 11).

2.3.2 Relations between ICPDR and pMS governments

As described previously, the ICPDR serves as both a forum to allow its contracting parties to coordinate the implementation of the DRPC and a platform to review the progress they make. The governments of participating member states (contracting parties) are committed to the ICPDR by contribution to its budget, by participation of high-level policy officials, by the frequency of meetings, as well as by the declarations issued by the governments. The governments provide strategic and policy guidelines, take part in consultation procedures and make decisions for the commission at meetings. All key decisions are made by the delegations of the contracting parties. Heads of delegations are the high level government officials appointed by their governments and he/she then has the crucial role in appointing other members of the delegation (Interview, Ministry of Agriculture RC, March, 2013).

On the domestic level, delegations have the obligation to ensure input from other government agencies than their own. This can include regional governments or the various ministries that play a role in specific water management issues. For example, a delegation might be composed of civil servants from a

ministry of environment. However, navigation issues that the ICPDR deals with might also affect objectives of a ministry of transport. In such situation, the delegation has to match its position with the over-all national interest. In practice, national parliaments do not get involved with the work of the ICPDR (E-mail correspondence, ICPDR, March, 2013).

In crisis situations there is no direct guidance and coordination from the side of ICPDR. This decentralized work mode of the ICPDR means that in crisis situations, national civil security mechanisms are the primary ones (ibid.).

Croatia could be mentioned as an example of cooperation of the government/contracting party with the ICPDR. On the matters of civil security the National Protection and Rescue Directorate (NPRD) is responsible for communication with the public at the national level. On the other hand, the Ministry of Agriculture of RC is responsible for international cooperation with international commissions and bilateral cooperation regarding water issues and thus it represents a link with ICPDR. The responsible person is the assistant minister in the Department of Water Management at the Ministry of Agriculture.³ Croatia is working on overall improvement of the water management system (including civil security aspects) and membership in the ICPDR plays an important role in that respect (Interview, Ministry of Agriculture Republic of Croatia, March, 2013). Croatia has had positive experiences with the ICPDR AEWS, so it was “copied” and applied nationwide in the whole country. Thus the AEWS functions in Croatia not only within the part of the country that belongs to the Danube River basin but also within its Adriatic River basin. In the area of flood protection Croatia has a state plan for the management of floods and it has signed bilateral treaties with all neighbouring countries (except Serbia which is being negotiated) regulating this issue. However, the significance of ICPDR membership for upgrading the prevention system and making it globally networked was also underlined (ibid.; Croatian Waters, 2010).

In Serbia, due to the need for integrated water management, the Water Directorate of the Ministry for Agriculture, Forestry and Water Management coordinates all activities related to fulfilling the obligations towards the ICPDR. The responsible person is the director of this body. The Ministry of Energy, Development and Environmental Protection also has an important role in fulfilling these obligations. The

³ In Croatia, the head of a delegation based on a joint proposal by Croatian Waters, the Ministry of Agriculture and the Ministry of Environmental Protection appoints national members of the ICPDR expert and working groups.

Institute for the Development of Water Resources “Jaroslav Černi” provides the capacity for meeting most of these obligations, but in national ICPDR activities, a significant role is also held by the representatives of the Public Water Management Company “Srbijavode” and “Vode Vojvodine”, Institute for Biological Research “Siniša Stanković”, Republic Hydrometeorological Service of Serbia, SEPA, etc. Activities within the context of ICPDR have significantly helped in establishing a new legislative system in Serbia, mostly harmonized with EU legislations (E-mail correspondence, Ministry of Agriculture RS, June, 2013).

2.3.3 Relations between RO and stakeholders

RO/stakeholders relations

In 2003 the ICPDR expert group on river basin management decided to start a process towards defining a Danube River basin strategy for public participation. The strategy’s objectives were defined as: (i) ensuring public participation in implementation of the WFD in the Danube River basin, (ii) establishing effective structures for public participation that will continue operating beyond the first cycle of river basin management planning, (iii) providing guidance to national governments on how to comply with their obligations under the WFD and (iv) informing other key stakeholders about appropriate public participation activities (ICPDR, 2003a, p. 3).

Following the 2003 ICPDR operational plan for public participation (ICPDR, 2005e), a stakeholder analysis workshop was held in Baden, Austria in December 2003. It identified stakeholder groups on a basin-wide level whom the ICPDR should inform, consult and actively involve in the implementation of the WFD and to define the time and means of involving those groups (ICPDR, 2003b, p. 2).

Recognizing the idea that participation of stakeholders is a prerequisite for integrated river basin management planning, on the occasion of Danube Day 2005, the ICPDR invited stakeholders from all riparian countries to participate in the first basin-wide stakeholder conference, held in Budapest (ICPDR, 2005b). The conference was attended by a wide variety of stakeholders including: international organizations (European Commission, UNDP, WWF etc.), environmental and water ministries of ICPDR countries, research institutes from the ICPDR countries, NGOs in the area of water protection, and international business corporations (ibid.).

Based on the ICPDR stakeholder conference report and the outcomes of the feedback received on the Danube analysis report 2004, the ICPDR response to the stakeholder consultation process was prepared in 2005. This document summarized the recommendations and conclusions of the stakeholder consultation and highlighted the topics where further discussion and cooperation with stakeholder groups are needed (ICPDR, 2006b, p. 1). It was concluded that initiatives undertaken by the ICPDR on the basin-wide level are seen positively, but that these initiatives can only support, not replace public participation activities on the national, sub-basin and local level which should primarily be carried out by national authorities. Responding to this situation the ICPDR established an ad-hoc public participation expert group in December 2005 (later transformed into a regular expert group), which ensures better cooperation between participating member states as well as between the ICPDR secretariat and respective countries (ibid. p. 2).

Observers and various other stakeholders have been involved in development of the DRBM plan in 2009 that gives detailed measures on protection of ecosystems and economic development in the river basin. On that occasion stakeholders had the opportunity to fill out a questionnaire and comment on the original draft plan. Furthermore, some stakeholders were invited to participate in round table discussions. Some of the stakeholder suggestions were then included in DRBM plan (Schulze, 2012, p. 56).

Expectations with respect to RO

Most of the stakeholders (observers) to the ICPDR are working in the area of water management and environmental protection. Therefore they don't have specific expectations from ICPDR regarding civil security issues. Stakeholders always have the opportunity to confront the ICPDR with their expectations in the area of civil security because observer organisations can send delegates to APC EG, Flood EG and IM+GIS EG (just as to any other EG) and contribute to their work. At the national level stakeholders often issue recommendations related to implementation of the WFD and other EU directives which regulate water management and environmental protection (E-mail correspondence, ICPDR, March, 2013).

ICPDR is not involved in education and training activities (ibid.). The organization is involved in such activities only through implementation of certain projects which are not financed from the ICPDR budget

but from other sources (foundations and businesses). If training or capacity building is part of a project, the auditing requirements will depend on the donor (ibid.).

2.4 The role of private sector in maintaining civil security

Principles of ICPDR cooperation with the business sector are published in a separate document which states that changes in corporate practice are essential to achieving progress in meeting the obligations and activities under the DRPC (ICPDR, 2005f).

During recent years, the ICPDR took the first steps to cooperate with business. This cooperation has been beneficial in creating positive actions at the local level (i.e. joint actions on Danube Day, river clean-ups, and specific local actions) and also linked to the strengths (i.e. marketing) of the business sector with the mission of the ICPDR as an international organization active throughout the Danube (E-mail correspondence, ICPDR, March, 2013).

In 2008, the ICPDR launched “Business Friends of the Danube”. This initiative has been put into life jointly together with the Coca-Cola Company, Coca-Cola Hellenic and the Austrian Broadcasting ORF. In 2009, Borealis joined the “Business Friends of the Danube” and in 2012, General Electric Romania joined this community as the most recent member to date. The Friends hold annual meetings and develop activities in cooperation or in line with the ICPDR (modelled after the highly successful “Green Danube Partnership” with Coca-Cola System) (ibid.).

There are projects such as a plastic waste removal effort in the Tisza River basin funded by Coca Cola Hellenic and many other activities in the framework of the “Business Friends of the Danube” that should contribute to the implementation of the DRPC. For projects like “WANDA” (related to waste management originating from inland navigation), the ICPDR cooperates with companies on an ad-hoc basis. When it comes to crises prevention or control, activities are coordinated by the ICPDR directly. The ICPDR risk spot inventory includes corporate facilities such as mining sites or chemical plants, but the data is provided by national authorities of contracting parties, and not from the companies to the ICPDR directly (ibid.).

Many NGOs such as the European Water Association (EWA) or the Friends of Nature International have observer status in the ICPDR. As such they have access to all the documents of the commission, the right to participate in the commission's and expert group meetings, the possibility to submit proposals and the possibility to participate in the commission's programs and projects (Schulze, 2012. p. 55).

2.5 The relations with the EU, UN and other RO

The European Union is a contracting party to the DRPC⁴. The EU within the areas of its competence is entitled to a number of votes equal to the number of its member states which are contracting parties to DRPC. However, the EU is not exercising its right to vote in cases where its member states exercise theirs and conversely (ICPDR, 2006c Art. 7.2; E-mail correspondence, ICPDR, June, 3013).

Otherwise there are no additional formal relations between the EU and the ICPDR. After the EU WFD, (formally Directive 2000/60/EC) was adopted in October 2000, the ICPDR came to an agreement to implement the directive throughout the whole Danube basin (which includes at present nine EU and five non EU member states). The non EU member states have also committed themselves to implement the WFD within the frame of the DRPC. Additionally, the ICPDR serves as a coordination platform for the basin-wide implementation of the EU EFD (formally Directive 2007/60/EC) (E-mail correspondence, ICPDR, June, 3013).

The 2012 interim report on the implementation of the joint program of measures in the DRBD is based on information from all Danube countries, even though the legal obligation of the WFD to report in 2012 to the European Commission is binding only for the EU member states. The 2012 interim report notes that in the 2009-2012 period all Danube countries (EU members and non-members) have taken major steps on the implementation of the joint program of measures as agreed in the DRBM plan (ICPDR, 2012a).

The WFD introduces a new legislative approach to managing and protecting water based not on national or political boundaries but on natural geographical and hydrological formations. The WFD sets a precise

⁴ The head of delegation is Marta Moren-Abat from DG Environment.

timetable for action, with 2015 as the target date for getting all European waters into good condition. River basin management plans are the key tools for implementing the WFD. They are drawn up after extensive public consultation, and are valid for a six-year period (European Commission, 2012a).

Croatia actively participated in elaborating both the Danube and the Sava River Basin Management Plans. Furthermore, Croatia was obliged by the European Commission in accordance with requirement of the WFD to adopt its national water management plan by the time of its accession (other EU member states adopted these plans in 2009) (Interview, Ministry of Agriculture RC, June, 2013).

It is beyond the mandate of the ICPDR to be actively involved in all EU policies. However, the ICPDR (through the ICPDR secretariat) participates in various activities and initiatives at the EU and international levels, discussing the linkages between the implementation of WFD and other relevant EU reforms (such as Common Agricultural Policy reform, Integrated Pollution Prevention and Control Directive, Urban Waste Water Treatment Directive, Trans-European Transport Networks implementation) (ICPDR, 2006b).

Every ICPDR/UN cooperation deals with water which in some way could be linked to civil security. The previously mentioned TNMN was started in 1996 with the help of a UNDP/GEF project. There are no relations between the ICPDR and NATO (E-mail correspondence, ICPDR, June, 2013).

3. The Quality Issue

3.1 Effectiveness

Motivation of states for regional cooperation on civil security through ICPDR could be found in the fact that rivers and their catchment areas are natural structures not constrained by national borders. In this context the coordination of measures for environmental protection and flood management is a very complex task, for which an international organization can be better suited and more efficient than bilateral efforts or less formalized multilateral ones (ibid. March, 2013).

ICPDR activities in the area of crisis management are focused on prevention and preparedness for crisis situations that could happen in the Danube River basin (floods, pollution, industrial accidents etc.). In

relation to crisis prevention, the most developed are activities in the area of floods (flood risk assessment, flood forecasting etc.) but also activities related to reduction of the water pollution (ICPDR, 2013).

In relation to preparedness, the most important activity is testing of The AEWS which is being implemented twice a year through unannounced alarms. Performance assessments are made and response times communicated in detailed test reports to the contracting parties. The latest test implemented in April 2012 was initiated on a week day evening. Its main objective was to test the 24/7 operability of PIACs and basic usage of the system. The test confirmed that the system is working as expected from a technical point of view. The main results were: (i) all 14 PIACs participated actively in the test; (ii) all 14 PIACs reacted considerably faster than the 3-hour required response time, nine of them extremely fast within 15 minutes (E-mail correspondence, ICPDR, March, 2013).

Between May 1997 and September 2003, the system registered 35 accidents. Almost half the incidents involved oil pollution, and in 12 cases the origins of the pollution were identified (ICPDR, n.d. a). In a more recent period one such occasion was in October 2010 when the red sludge accident in the Hungarian Ajka alumina plant occurred (ICPDR, 2010c).

So far there has been no professional or political inquiry that has touched upon ICPDR involvement in a crisis. However, the ICPDR is under continuous supervision of its contracting parties: (i) annual audits pursued by a panel of auditors from three different contracting parties ensure sound financial management, (ii) strategic and political steering is ensured through the decision of delegations at the ordinary meetings and to a lesser extent at the SWG Meetings (E-mail correspondence, ICPDR, March, 2013).

The ICPDR officials are frequently invited to present work of the organization as good-practice examples for transboundary water management at conferences. Furthermore, the ICPDR receives approximately a dozen study visits and several academic requests ever year (ibid.). All this can be taken as a confirmation that the ICPDR is perceived as one of the most “advanced” river basin commissions and effective in its work.

The effectiveness of the ICPDR in contributing to resolving the conflict between Romania and Ukraine over the Bystroe Canal project in the Danube Delta has been positively evaluated by Mari Koyano. The author notes that development of programs for the Danube Delta by the ICPDR and other organizations encouraged Ukraine to respond appropriately to achieving the purposes of the relevant international instruments. According to the author, this should be distinguished from more confrontational means, such as coercive sanctions or judicial action against illegal acts (Koyano, 2008, p. 308).

3.2 Efficiency

Budget

The ICPDR budget comes from the contributions of the contracting parties. According to the DRPC, the contracting parties (except for the EU) contribute in an equal share, unless unanimously decided otherwise by the ICPDR (ICPDR, 2002, Art. 5.2.). Exceptions for some countries are currently applied during the transitional period (Table 4). The total annual budget of the ICPDR is a little more than one million euro. Operational expenditures on a daily basis are allocated and decided upon by the executive secretary at the ICPDR permanent secretariat. All expenditures are audited on an annual basis (E-mail correspondence, ICPDR, March, 2013).

ICPDR has a general fund for the purpose of accumulating any surplus of income. Any cash surplus in the general fund as revealed by audited accounts shall be used to offset the contributions of contracting parties in an ensuing financial year unless the International Commission decides otherwise (ICPDR, 2002, Art. 6.2.). The budget of the ICPDR is purely administrative and not for emergency management purposes. A working capital fund is established to provide reserve funds for emergency situations (E-mail correspondence, ICPDR, March, 2013).

The working capital fund is restricted to a maximum level of 10 percent of estimated gross expenditure and it shall be maintained at the appropriate level by budget contributions (ICPDR, 2002, Art. 6.3.). The ICPDR alert and warning system are operated and maintained from the member states' budgets (ICPDR, n.d. a).

Much of the ICPDR’s work is done directly by member countries. Member states’ contributions in staff and material are considerable, although this does not show in the ICPDR budget. Costs of participation in the commission’s and expert bodies’ work are also covered by the parties themselves (E-mail correspondence, ICPDR, March, 2013).

In some cases, the ICPDR engages in projects that have separate sources of funding. These include projects funded by the European Union,⁵ the United Nations Development Program, GEF, individual member countries or private businesses through the public-private partnership “Business Friends of the Danube” (ibid.).

The limited budget of the ICPDR cannot effectively boost modernization in downstream countries. However, ICPDR represents a framework for cooperation which directs reforms in the water management sector as well as aids the downstream countries in particular in gaining financial support from the respective EU funds.

Detailed budget break-downs per year can be found at the end of each Annual Report:

<http://www.icpdr.org/main/publications/annual-reports>

Table 4: Contributions to the ICPDR in Financial Year 2012

Contracting Party	Contribution in %	Contribution in Euro	Actually payment 2012 in Euro
Germany	8.70	97,500.00	97,500.00
Austria	8.70	97,500.00	97,500.00
Czech Republic	8.70	97,500.00	97,500.00
Slovakia	8.70	97,500.00	97,500.00
Hungary	8.70	97,500.00	0.00

⁵ For successful funding from EU sources the EU Strategy for the Danube Region (EUSDR) is of particular importance. This is a macro-regional strategy adopted by the European Commission in December 2010 which seeks to create synergies and coordination between existing policies and programs in the Danube Region (European Commission, DG for Regional Policy, n.d.).

Slovenia	8.70	97,500.00	97,400.00
Croatia	8.70	97,500.00	97,500.00
Serbia	8.70	97,500.00	97,500.00
Bosnia and Herzegovina	3.50	39,224.14	39,224.14
Bulgaria	8.70	97,500.00	97,500.00
Romania	8.70	97,500.00	97,500.00
Moldova	1.00	11,206.90	11,206.90
Ukraine	3.50	39,224.14	39,224.14
Montenegro	2.50	28,017.24	4,992.75
European Union	2.50	28,017.24	28,017.24
Total	100.00	1,120,689.66	1,000,065.17

Source: ICPDR Annual Report 2012.

Efficiency-related issues

In ICPDR there is no asset sharing and/or asset procurement which may be related to efficiency (ibid.). The ICPDR runs tests for the AEWS in which national alert centres are checked annually. However, efficiency enhancement of the national civil security systems (i.e. by improving standardization and / or interoperability of assets) is not among the ICPDR objectives (ibid.).

3.3. Legitimacy

The ICPDR is, among pMS, considered to be an excellent instrument not only for addressing trans-boundary problems but also for sharing best practice and through this modernizing national water systems (Interview, Ministry of Agriculture, June, 2013).

It is hard to find clear evidence that would point towards the existence of a gap between the challenges that should be addressed by the ICPDR and the current level of cooperation and implementation. The expert groups sometimes long for more integration that is not welcome at a political level, but this is part of our daily trade and it is hard to give concrete examples (E-mail correspondence, ICPDR, June, 2013).

The ICPDR does not have an original mandate to conduct operations in the event of crisis situations. The DRPC indicates that in transnational crisis situations relevant for the ICPDR, the affected contracting parties and the relevant national authorities are the most important actors. It states that the contracting parties shall provide for coordinated or joint communication, warning and alarm systems in the basin-wide context to the extent this is necessary to supplement the systems established and operated at a bilateral level (ICPDR, 1994, Art. 16).

In relation to the assistance, DRPC states that where a critical situation should arise, contracting parties shall provide mutual assistance upon the request of other contracting parties (*ibid.*, Art. 17). This type of merely supportive involvement in ICPDR crisis management does not strain political relations between participating member states or undermine the legitimacy of national governments (E-mail correspondence, ICPDR, March, 2013).

The experiences of regional cooperation under DRPC provide a positive example of good neighbourly relations for the wider Danube-Black Sea region and other basins. On the other hand, apart from the basin-wide cooperation on the regional level, there are successful examples of sub-basin cooperation initiatives such as in the Sava and Tisza basins. The potential of sub-basin level cooperation is not exhausted and it offers additional possibilities for initiation of similar processes. A clear indicator of support for the organization is expansion of its membership which occurred after its initiation as well as the large number of observers to the organization.

Attitudes of pMS to regional cooperation are largely positive, but it should be kept in mind that ICPDR represents a mechanism for cooperation, not for conflict resolution. Countries don't lose sovereignty by being part of the ICPDR, since it operates in a de-centralized manner (ie. it is cost efficient for the countries). The ICPDR is under direct control of participating countries via the Ordinary Meeting, so by its structure and mode of operation, it is less contested than for example the EU (*ibid.*).

Croatian officials working with the ICPDR indicated that 2/3 of all watercourses in the country have international character while climatic changes contributed to increased frequency of floods and

droughts. Therefore, for Croatia regional cooperation represents an essential element in further development of its water management system (Interview, Ministry of Agriculture RC, June, 2013).

4. CONCLUSION

Since the beginning of its operation in 1998, the ICPDR functioned as a coordinating platform for consultation, coordination and strategic planning among participating countries, compiling multilateral and basin-wide issues at the “roof level”. Participating member states take the responsibility to decide how to operate based on ICPDR programmes and plans which set the basin wide framework and goals. For ICPDR the concept of civil security represents an important but not the only area of responsibility having in mind that the ICPDR has much wider goals. The civil security dimension of cooperation within ICPDR is focused on prevention and preparedness while response and recovery actions are responsibilities of pMS. Several countries of SEE are among the ICPDR pMS (Bosnia and Herzegovina, Bulgaria, Croatia, Montenegro, Romania, Serbia) but the RO itself covers a much wider region of 15 members and 22 observers.

The ICPDR is, among pMS, considered to be an excellent instrument for addressing transboundary problems as well as a platform for sharing knowledge and best practice (often through joint projects) which helps in modernizing national water systems (Interview, Ministry of Agriculture Republic of Croatia, March, 2013). The cooperation within ICPDR is under continuous supervision of participating countries and constantly evolving. Progress in achieving goals of the DRPC is visible and well documented in numerous ICPDR reports. There are many efficient activities which can be attributed to joint efforts in prevention and preparedness for crisis situations (flood, pollution, industrial accidents) but also due to a number of EU-supported funding programmes, GEF supported projects, and interventions of the international community and international foreign investments.

Among positive aspects of the ICPDR cooperation relevant for civil security, the following results could be mentioned: functional legal and institutional framework, the agreement to implement the EU Water Framework Directive throughout the Danube basin; development of joint programmes and management plans such as the action programme for sustainable flood protection in the Danube River basin (which resulted in preparation of 17 sub-basin flood action plans covering the entire Danube catchment) and the DRBM 2009-2015 (main implementation document for the DRPC). Furthermore, setting the Danube part of the EFAS enabled Danube countries to receive timely early warning reports. A particularly

important achievement is the establishment of the AEWS of ICPDR which is fully functioning. The work of the ICPDR puts strong emphasis on public participation and has developed a communication platform for stakeholders and structures for wider public participation while the openness of the process is another advantage for pMS. The initiatives undertaken by the ICPDR on the basin-wide level are evaluated positively, but they can only support, not replace public participation activities on the national, sub-basin and local level which should primarily be carried out by national authorities.

On the other hand, there are areas that continue to be a big challenge for the ICPDR cooperation. Due to global warming the frequency of extreme natural threats and events such as floods is significantly increasing and the lack of adequate prevention and preparedness practices may cause substantial economic, social and environmental damage. Risks from floods should be further reduced taking full account of the principles set out in the communication from the European Commission on flood-risk management, flood prevention, protection and mitigation. Monitoring systems and the availability of data, in particular in relation to the assessment of transboundary impacts should be further improved. Pollution should remain high on the agenda, particularly hazardous substances (heavy metals, pesticides) which are present in various parts of the basin in quantities which constitute a risk for the environment and human health.

Implementation is not without problems and in some cases timeframes for implementing goals set in the organization's plans and programs may seem too ambitious (particularly for the non EU member states). One such example is reduction of the hazardous substances as required by the WFD which will not be achieved by 2015 as planned (Madalina, 2013).

There are great differences in the levels of economic development between participating member states which could represent an obstacle in more uniform implementation of the joint ICPDR strategic goals as some countries may find it increasingly difficult to follow the latest technological trends in sustainable water management. This is particularly the case with the countries of SEE. For that reason in all strategic planning documents the differences in economic strengths of participating countries and sub-basin areas should be kept in mind and additional assistance programs for economically less developed countries should be envisaged where possible. Furthermore, additional efforts should be targeted towards greater involvement of businesses in implementation of the ICPDR projects.

Annex 1: Coded Data

 ANVIL PROJECT MAPPING PROTOCOL - WP3				
2.1	CULTURAL AND HISTORICAL ASPECTS OF RO DEALING WITH CIVIL SECURITY	YES/NOT	DEGREE High/Medium/Low	SOURCE
2.1.1	The establishment of the RO			
	Is the formation of the RO related to the EU or other RO?	yes	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River (1994).
2.1.2	The evolution of the RO eventual membership enlargement and current membership			
	Does the RO have observers/associate members with a different status with respect to (founding) pMS?	yes	High	ICPDR Annual Report 2011. p. 4.
2.1.3	The member characteristics of the RO			
	Are RO's pMS also EU members?	yes and no	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River (1994). Schmeier, 2010.
2.1.4	The cultural milieu of the RO			
	Recall the scores of each pMS with regard to the World Value Survey parameter on industrial/post industrial attitude:	yes	High	http://www.worldvaluessurvey.org/wvs/articles/folder_published/article_base_111 Danube River Basin District Management Plan (2009).

	There is a dominant attitude among pMS?	not	High	
	There is a great variance among pMS?	yes	High	http://www.worldvaluessurvey.org/wvs/articles/folder_published/article_base_111
	Has any cultural feature of the region influenced in a substantial way the RO characters and activities? It may relate to language, religion, history, as well as deep-rooted crisis experience(s) which impacted the whole region.	not	Medium	E-mail correspondence, ICPDR, June, 2013 http://www.worldvaluessurvey.org/wvs/articles/folder_published/article_base_111
2.2	LEGAL AND INSTITUTIONAL ASPECTS OF RO DEALING WITH CIVIL SECURITY	YES/NOT	DEGREE High/Medium/Low	SOURCE
2.2.1	The current legal basis of the RO			
	Have any major changes in the legal basis framework occurred since the 1990s?	not	Medium	Convention on Cooperation for the Protection and Sustainable use of the Danube River (1994). ICPDR. The Danube Basin – Rivers in the Heart of Europe (Danube Declaration). Art. 3. 2004. ICPDR. The Danube Declaration - Danube Basin: Shared Waters – Joint Responsibilities. 2010. ICPDR. Rules of Procedure. 2006. ICPDR. Danube River Basin District Management Plan. 2009. ICPDR. Strategy on Adoption to Climate Change. 2012.
	Does the statutory basis rely on a single law?	yes	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River (1994). Annex IV ICPDR. The Danube Basin – Rivers in the Heart of Europe (Danube Declaration). 2004.
	Does the statutory basis rely on fragmented statutory provisions?	not	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River (1994). Annex IV
	Have there been any major changes, occurring over time, in the legal framework regulating crisis management?	not	High	ICPDR. The Danube Basin – Rivers in the Heart of Europe (Danube Declaration). 2004. E-mail correspondence, ICPDR, March, 2013.

	Are there any major changes foreseen in the future?	not	High	http://www.icpdr.org/main/ E-mail correspondence, ICPDR, June, 2013
2.2.2	The current RO institutional framework			
	Are there ad hoc ruling bodies (i.e. RO presidency, secretariat, councils/assembly of member states representatives, etc)?	yes	High	ICPDR. Rules of Procedure of the ICPDR. (2006)
	Are there permanent ruling bodies inside the RO?	yes	High	ICPDR. Rules of Procedure of the ICPDR. (2006)
	Does the representation mechanism involve all pMS?	yes	High	ICPDR. Rules of Procedure of the ICPDR. (2006) Art. 5.
	Do the observers/associate members support the RO by financing it?	not	High	ICPDR. Guidelines for Participants with Consultative Status and for Observers to the ICPDR. (2005). Art. 2.1.
	Do the observers/associate members support the RO by providing crisis management assets?	not	High	ICPDR. Guidelines for Participants with Consultative Status and for Observers to the ICPDR. (2005). Art. 2.1.
	Do the RO agencies have a degree of autonomy?	not	Medium	ICPDR. Rules of Procedure of the ICPDR. (2006) Art. 7.
	Is there a division of responsibility?	yes	High	ICPDR. Rules of Procedure of the ICPDR. (2006).
	Are there specific agreements, programme, budgets devoted to civil security?	yes and not	High	ICPDR. The Danube Basin – Rivers in the Heart of Europe (Danube Declaration). Art. 6. 2004. E-mail correspondence, ICPDR, March, 2013.
	Have there been any major changes, occurring over time, in the legal/institutional framework?	not	High	ICPDR. The Danube Basin – Rivers in the Heart of Europe (Danube Declaration). E-mail correspondence, ICPDR, March, 2013.

	Are there accountability arrangements?	yes	High	ICPDR. Rules of Procedure of the ICPDR. (2006) Art. 9.6 and 10.2. Convention on Cooperation for the Protection and Sustainable use of the Danube River, Annex IV, Art. 5. 2. 1994. E-mail correspondence, ICPDR, March, 2013.
2.2.3	Decision making process			
	Is unanimous agreement required from all partners?	not	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River, Annex IV, Art. 5. 2. 1994.
	Is there an agreement required by national parliaments through a formal legislative procedure?	not	Medium	Convention on Cooperation for the Protection and Sustainable use of the Danube River, Annex IV, Art. 5. 2. 1994. . E-mail correspondence, ICPDR, March, 2013.
	Is the decision making prevalently intergovernmental?	yes	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River, Annex IV, Art. 5. 2. 1994. . E-mail correspondence, ICPDR, March, 2013.
	Is the decision making prevalently supranational?	not	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River, Annex IV, Art. 5. 2. 1994. E-mail correspondence, ICPDR, March, 2013.
2.2.4	Activities related to civil security			
	Is there a kind of prioritization among threats considered by RO?	not	High	ICPDR. The Danube Basin – Rivers in the Heart of Europe (Danube Declaration). Art. 6. 2004. E-mail correspondence, ICPDR, March, 2013. www.icpdr.org
	Are there activities related to prevention?	yes	High	ICPDR. Danube River Basin District Management Plan. 2009. ICPDR. Action Programme for Sustainable Flood Protection in the Danube River Basin. 2004. ICPDR. Danube River Basin District Management Plan (2009) Part A – Basin-wide overview. p. 88, 89. ICPDR. Interim Report on the Implementation of the Joint Program of Measures in the DRBD. 2012. p. 35. ICPDR. TNMN - TransNational Monitoring Network.

				http://www.icpdr.org/main/activities-projects/tnmn-transnational-monitoring-network .
	Are there activities related to preparedness (regular exercises, exchange activities, research projects/funding, efforts in terms of standardisation, joint procurement, joint planning and common risk mapping, formation of experts networks)?	yes	High	Accident Emergency Warning System http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system ICPDR. New Early Flood Warning System Launched. http://www.icpdr.org/main/publications/new-early-flood-warning-system-launched
	Are there activities related to response?	not	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River. (1994) Art. 16. http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system E-mail correspondence, ICPDR, June, 2013.
	Does the RO operate at operative level and manage executive activities?	yes and not	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River. (1994) Art. 16. http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system E-mail correspondence, ICPDR, March, 2013.
	Does the RO operate at political level and conduct consultation activities?	not	Medium	Convention on Cooperation for the Protection and Sustainable use of the Danube River. (1994) Annex IV http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system
	Is there a different approach with regards to prevention, preparedness and response?	not	Medium	Convention on Cooperation for the Protection and Sustainable use of the Danube River. (1994) Art. 5. http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system E-mail correspondence, ICPDR, March, 2013.
2.2.5	The crisis management approach			
	Does the RO use members' civilian/military assets for responding to a crisis?	yes	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River. (1994) Annex IV http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system

				E-mail correspondence, ICPDR, June, 2013. Interview, Ministry of Agriculture RC, June, 2013. ICPDR, 2012. Interim Report on the Implementation of the Joint Program of Measures in the DRBD. (ICPDR Document IC/172) http://www.icpdr.org/main/sites/default/files/nodes/documents/2012_interim_report_on_jpm_implementation_-_final.pdf
	Does the RO use its own assets?	yes and not	Medium	Convention on Cooperation for the Protection and Sustainable use of the Danube River. (1994) Annex IV http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system E-mail correspondence, ICPDR, June, 2013.
	Is there a coordination mechanism of these assets?	yes	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River. (1994) Annex IV http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system Interview, Ministry of Agriculture RC, June, 2013. E-mail correspondence, ICPDR, June, 2013.
	Does the RO develop a lessons-learned process or best-practices?	yes	High	ICPDR Annual Report 2011. p. 12. http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system . ICPDR, 2012. Interim Report on the Implementation of the Joint Program of Measures in the DRBD. (ICPDR Document IC/172)
2.3	THE RELATIONS BETWEEN RO AND pMS CITIZENS, GOVERNMENTS AND STAKEHOLDERS	YES/NOT	DEGREE High/Medium/Low	SOURCE
2.3.1	Citizens			
	Do citizens somehow know of the existence of this regional cooperation?	yes	Medium	E-mail correspondence, ICPDR, March, 2013.
	Does the RO enjoy support?	NA		

	Does the RO somehow communicate to/inform citizens of the countries involved?	yes	Medium	E-mail correspondence, ICPDR, March, 2013. ICPDR, 2013. <i>Website</i> . http://www.icpdr.org
	Is there a main method used by the RO across the region for informing the public on an emerging/unfolding crisis?	yes	Medium	E-mail correspondence, ICPDR, March, 2013. ICPDR, 2013. <i>Website</i> . http://www.icpdr.org Accident Emergency Warning System http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system ICPDR. New Early Flood Warning System Launched. http://www.icpdr.org/main/publications/new-early-flood-warning-system-launched
	Is there cooperation on common crisis communication systems?	yes	High	E-mail correspondence, ICPDR, March, 2013. Interview, Ministry of Agriculture RC, March, 2013.
	Is there a central reliable website/social media or mobile application to update citizens on relevant crisis issue/security information?	yes	High	http://www.icpdr.org/main/
2.3.2	Relations between RO and pMS governments			
	Are governments committed to the RO (i.e. by commitment resources, by participation of high-level policy makers to related fora, by the frequency of meetings, by the declaration issue by governments regarding the RO)?	yes	High	Interview, Ministry of Agriculture RC, March, 2013. Interview, Ministry of Agriculture RS, June, 2013.
	Do governments provide strategic and policy guidelines to the RO with respect to civil security?	yes	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River. (1994) Annex IV http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system
	Do governments supervise RO activities?	yes	High	E-mail correspondence, ICPDR, March, 2013. Interview, Ministry of Agriculture RC, March 2013. Interview, Ministry of Agriculture RS, June, 2013.
	Are governments influenced by RO regulations/strategy/activities (i.e. documents/strategies/policies make explicit reference to RO frameworks/activities)?	yes	High	Interview, Ministry of Agriculture RC, March 2013. Interview, Ministry of Agriculture RS, June, 2013.

	Do national parliaments play a particular role?	not	High	E-mail correspondence, ICPDR, June, 2013.
	Have governments used RO mechanisms for civil security (i.e. transnational disaster, major disaster beyond the capacity of the country, etc.)?	yes	High	E-mail correspondence, ICPDR, March, 2013. ICPDR. Accident Emergency Warning System http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system . ICPDR. New Early Flood Warning System Launched. http://www.icpdr.org/main/publications/new-early-flood-warning-system-launched Interview, Ministry of Agriculture RC, March, 2013.
	Do governments delegate specific functions to the RO?	yes	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River. (1994) Annex IV http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system Schmeier, 2010. Interview, Ministry of Agriculture RC, March, 2013.
	Does the RO contribute to the information sharing/awareness of in the pMS with respect to civil security?	yes	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River. Art. 12. http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system ICPDR. Accident Emergency Warning System http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system . ICPDR. New Early Flood Warning System Launched. http://www.icpdr.org/main/publications/new-early-flood-warning-system-launched
2.3.3	Relations between RO and stakeholders			
	Does the RO have direct relations with stakeholders?	yes	High	ICPDR Danube River Basin Stakeholder Conference, June 28-29, 2005, Budapest, Final Conference Report. 2005. http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system ICPDR, 2003. Danube River Basin Strategy for Public

				Participation in River Basin Management Planning 2003-2009 http://www.icpdr.org/main/sites/default/files/PP%20Strategy%20-%20FINAL.pdf [Accessed 4 July 2013]
	Does the RO have relations with regional/provincial/local stakeholders?	yes and not	Medium	E-mail correspondence, ICPDR, March, 2013.
	Do stakeholders have expectations toward the RO's role on civil security?	yes	Medium	ICPDR. Danube River Basin Stakeholder Conference, June 28-29, 2005, Budapest, Final Conference Report. 2005. http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system ICPDR. 2006. Response to the stakeholder consultations process 2005. http://www.icpdr.org/main/sites/default/files/FINAL%20ICPDR%20response%20to%20pp_version%204.pdf E-mail correspondence, ICPDR, March, 2013. ICPDR. 2010. Sustainable waterway planning manual published http://www.icpdr.org/main/publications/sustainable-waterway-planning-manual-published
	Does the RO contribute to the education/information sharing/awareness/training of stakeholders?	yes and not	Medium	E-mail correspondence, ICPDR, March, 2013.
2.4	THE ROLE OF PRIVATE SECTOR IN MAINTAINING CIVIL SECURITY	YES/NOT	DEGREE High/Medium/Low	SOURCE
	Does the RO cooperate with profit-oriented and non-profit organizations in the private sector?	yes	High	E-mail correspondence, ICPDR, March, 2013.
	Are there any conventions or agreements existing on cooperation with private sector organizations with regard to prevention, preparedness and response to crisis?	not	Medium	http://www.icpdr.org/main/

2.5	THE RELATIONS WITH THE EU, UN AND OTHER RO	YES/NOT	DEGREE High/Medium/Low	SOURCE
	Does the RO have relations with the EU and/or related institutions (i.e. European Commission)	yes	High	Convention on Cooperation for the Protection and Sustainable use of the Danube River. E-mail correspondence, ICPDR, June, 2013.
	Does the RO have representatives/officers in EU institutions?	not	High	E-mail correspondence, ICPDR, June, 2013.
	Are there funding or coordination mechanisms between the RO and EU institutions?	yes and not	Medium	E-mail correspondence, ICPDR, June, 2013. Interview, Ministry of Agriculture RC, June, 2013.
	Does the RO, formally or de facto, act as a means to harmonise national legislation with the EU acquis?	yes	High	E-mail correspondence, ICPDR, June, 2013. Interview, Ministry of Agriculture RC, June, 2013. Interview, Ministry of Agriculture RS, June, 2013. European Commission. 2012. The EU Water Framework Directive – integrated river basin management for Europe. http://ec.europa.eu/environment/water/water-framework/index_en.html .
	Does the RO, formally or de facto, act as a means to implement EU regulations/strategies/policies?	yes	High	E-mail correspondence, ICPDR, June, 2013. Interview, Ministry of Agriculture RC, June, 2013. Interview, Ministry of Agriculture RS, June, 2013. European Commission. 2012. The EU Water Framework Directive – integrated river basin management for Europe. http://ec.europa.eu/environment/water/water-framework/index_en.html .
	Is there any relation with the UN with regards to civil security issues?	yes	Medium	http://www.icpdr.org/main/ E-mail correspondence, ICPDR, June, 2013.
	Is there any relation with NATO with regards to civil security issues?	not	Medium	http://www.icpdr.org/main/ E-mail correspondence, ICPDR, June, 2013.
	Are there relations with other ROs studied by WP3?	yes	High	ICPDR Annual Report 2011. p. 12.

3	THE QUALITY ISSUE	YES/NOT	DEGREE High/Medium/Low	SOURCE
3.1	Effectiveness			
	Has there been any review/evaluation/scrutiny of the RO by pMS and/or EU?	yes	High	E-mail correspondence, ICPDR, March, 2013. Interview, Ministry of Agriculture RC, June, 2013.
	Has there been any professional/political inquiry over crisis having RO involvement?	not	Medium	E-mail correspondence, ICPDR, March, 2013.
3.2	Efficiency			
	Have there been any changes in the budget's amount?	not	Medium	Financial Rules of the ICPDR. 2002. Art. 5.2.
	Are budget details publicly available?	yes	High	Financial Rules of the ICPDR. 2002. Art. 5.2. ICPDR, 2011. Annual Report http://www.icpdr.org/main/sites/default/files/nodes/documents/icpdr-ar_2011.pdf
	Is the budget for regional cooperation generally uncontested?	yes	Medium	Convention on Cooperation for the Protection and Sustainable use of the Danube River. (1994) http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system . Interview, Ministry of Agriculture RC, June, 2013.
	Is there a source of controversy among and within pMS regarding the budget?	not	Medium	E-mail correspondence, ICPDR, March, 2013.
	Is pMS' contribution to the budget proportionate to their benefits of the cooperation?	yes	Medium	Interview, Ministry of Agriculture RC, June, 2013.
	Is there a permanent budget for "cold phase" cooperation (preparation, prevention)?	yes	High	E-mail correspondence, ICPDR, March, 2013.

	Is there asset sharing and/or asset procurement through the RO which may be related to efficiency?	not	High	E-mail correspondence, ICPDR, March, 2013.
	Does the RO have the goal to enhance efficiency of national civil security systems (i.e. by improving standardization and/or interoperability of assets)?	yes and not	Medium	E-mail correspondence, ICPDR, March, 2013. Interview, Ministry of Agriculture RC, June, 2013. Interview, Ministry of Agriculture RS, June, 2013.
3.3	Legitimacy			
	Do countries use the regional cooperation mechanism in place when crises occur?	yes	High	E-mail correspondence, ICPDR, March, 2013. Interview, Ministry of Agriculture RC, June, 2013. Interview, Ministry of Agriculture RS, June, 2013. ICPDR. Accident Emergency Warning System http://www.icpdr.org/main/activities-projects/aews-accident-emergency-warning-system . ICPDR. New Early Flood Warning System Launched. http://www.icpdr.org/main/publications/new-early-flood-warning-system-launched
	Do countries by-pass the formal mechanisms and contact each other bilaterally or informally?	not	Medium	E-mail correspondence, ICPDR, March, 2013. Interview, Ministry of Agriculture RC, June, 2013.
	Do countries by-pass the regional organization in favor of more overarching ones, such as the EU?	not	High	E-mail correspondence, ICPDR, March, 2013. Interview, Ministry of Agriculture RC, June, 2013.
	Are there cases where RO involvement in crisis management has strained political relations between pMS or undermined the legitimacy of a national government?	not	High	E-mail correspondence, ICPDR, March, 2013.

Annex II: Resources

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