



## **Regional Organization Study: International Sava River Basin Commission (ISRBC)**

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## Executive Summary<sup>1</sup>

The International Sava River Basin Commission (ISRBC) is an international organisation that has been established for the purpose of the implementation of the Framework Agreement on the Sava River Basin (FASRB) to reach the following goals: establishment of an international regime of navigation on the Sava River, establishment of sustainable water management and undertaking of measures to prevent or limit hazards and hazard related consequences, including those from floods, ice hazards, droughts and accidents involving hazardous substances. The ISRBC has four member states: Bosnia and Herzegovina, Croatia, Serbia and Slovenia and one state with observer status – Macedonia, FRY. The ISRBC is an observer to the International Commission for Protection of the Danube River (ICPDR) and the Danube Commission. The observership is a part of memoranda of understanding on cooperation and coordination of activities signed by the ISRBC with each of the two Danube commissions.

In the civil security area ISRBC activities are mostly related to the analysis of existing situation and information and data exchange between the Parties, including activities aimed at creating the basis for implementing the EU Floods Directive. In the civil security area the ISRBC is focused on environmental threats, including the prevention of floods, droughts and ice hazards as well as accidents involving substances hazardous to water and reduction of their negative consequences. No prioritization is made among the listed threats. The area of ISRBC primarily includes prevention and preparedness aspects of the crisis cycle management. This includes establishment of the Geographical Information System (GIS) system, establishment of hydro meteorological data and information exchange system, the development of integrated systems for floods forecasting and development of the Plan for crisis management in the events of water pollution. The ISRBC does not have any operational role regarding crisis management.

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<sup>1</sup>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](http://www.anvil-project.net)

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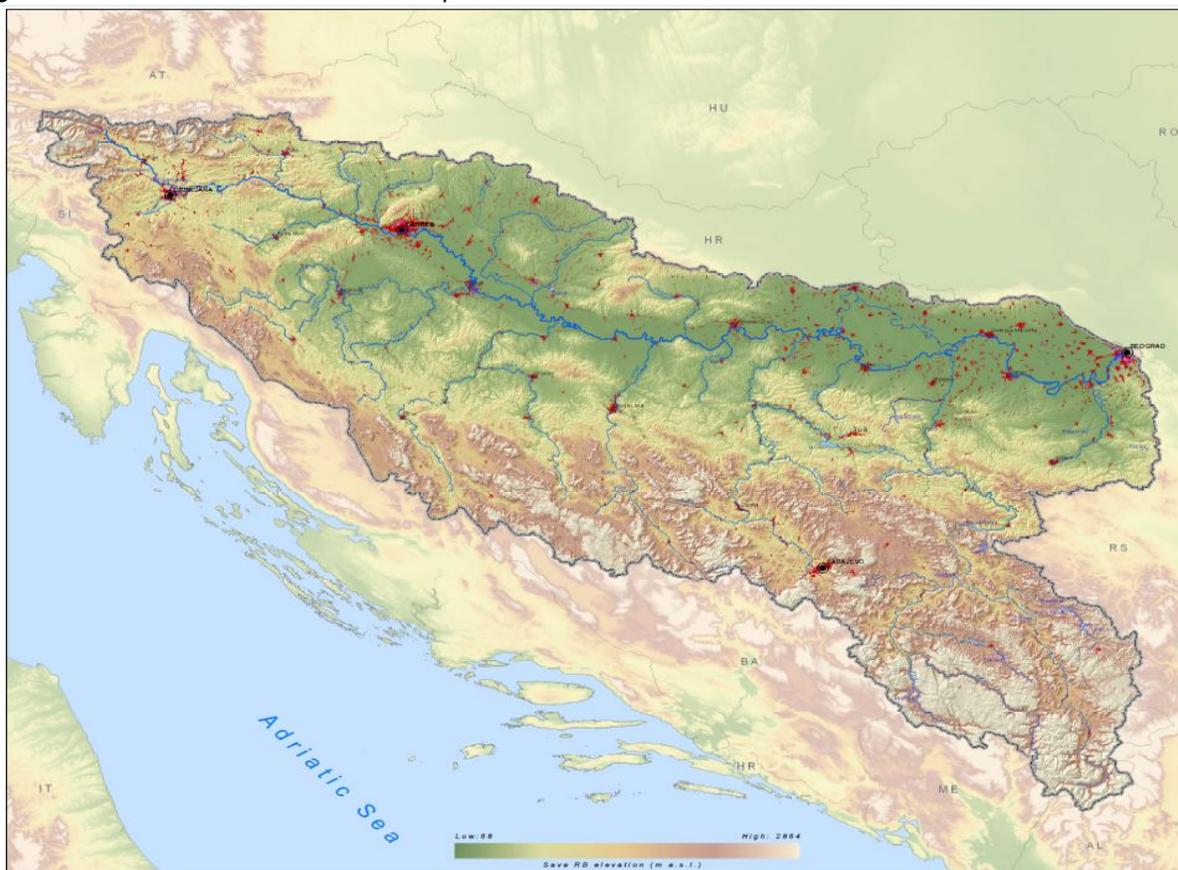
## List of Abbreviations

AEWS	Accident Emergency Warning System
BA	Bosnia and Herzegovina
DBAM	Danube Basin Alarm Model
UN/ECE	Economic Commission for Europe of the United Nations
FRY	Federal Republic of Yugoslavia
FASRB	Framework Agreement on the Sava River Basin
GWP-Med	Global Water Partnership – Mediterranean
ICPDR	International Commission for the Protection of the Danube River
ISRBC	International Sava River Basin Commission
MoU	Memorandum of Understanding
pMS	Participating Member States
PIAC	Principal Alert Centre
RBM	River Basin Management
HR	Republic of Croatia
RS	Republic of Serbia
SEE	South-Eastern Europe
SI	Republic of Slovenia
UNESCO	United Nations Educational, Scientific and Cultural Organization
USACE	United States Army Corps of Engineers
WWF	World Wildlife Federation

## 1. Introduction<sup>2</sup>

The Sava River basin is a major drainage basin of South-Eastern Europe (SEE) shared by six countries and hosting a population of roughly 8.5 million. The Sava River basin contains the largest complex of alluvial wetlands in the Danube basin and large lowland forest complexes, being a unique example of a river basin with some of the floodplains still intact, thus supporting flood alleviation and biodiversity. At the same time, it has a high potential for development activities, such as waterway transport or tourism.

**Figure 1:** Sava River Basin Overview Map



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<sup>2</sup> The authors would particularly like to thank to ISRBC Secretariat in Zagreb for useful inputs which were very helpful in elaborating this study.

Source: <http://www.savacommission.org/publication/0/3/>

After the dissolution of SFR Yugoslavia in the early 1990s, the Sava River, which was the biggest national river, has become an international river of wider importance. The establishment of the Stability Pact for South-Eastern Europe in 1999 provided a basis for triggering cooperation of stakeholders in the region and, gradually, for the creation of a new approach to water resources management in the Sava River basin. The four countries of the Sava River basin – Bosnia and Herzegovina, the Federal Republic of Yugoslavia (later on Serbia and Montenegro, and then the Republic of Serbia), the Republic of Croatia and the Republic of Slovenia, entered into negotiations to establish an appropriate framework for transboundary cooperation, in order to ensure the sustainable use, protection and management of water resources in the Sava River basin as well as to improve standards of living in the region.<sup>3</sup>

**Table 1:** Sava River Basin – An overview

**Area:** 97 713 km<sup>2</sup> (the second largest Danube sub-basin; share: 12%)  
**Average flow:** at the mouth: 1722 m<sup>3</sup>/s (the largest Danube tributary; contribution: 25%)  
**River length:** 940 km (594 km of which is the waterway)  
**Population:** approx. 8.5 million

Country	Share of the basin (%)	Share of the territory (%)
Bosnia and Herzegovina	39.2	75.8
Croatia	26.0	45.2
Serbia	15.5	17.4
Slovenia	12.0	52.8

Source: ISRBC, 1st Mtg. of the Core Group on pilot project under UNECE Water Conv., Geneva, 15-16 Feb 2011 (presentation)

As a key milestone of the process, the *Framework Agreement on the Sava River Basin (FASRB)*, was the first development-oriented multilateral agreement in the post conflict period after the *Dayton Peace Agreement* and the *Agreement on Succession* (Interview, ISRBC, February 2013). Three main goals of the cooperation within FASRB are i) establishment of an international regime of navigation on the Sava River and its navigable tributaries; ii) establishment of a sustainable water management in the Sava River basin; iii) the prevention/limitation of hazards in the basin (i.e. floods, droughts, ice, and accidents) and elimination/reduction of related consequences.

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<sup>3</sup> In the area of the Sava River basin there have been no major disasters or crises so they were not among the reasons for the establishing of the ISRBC. See section 2.4.

To implement the *FASRB*, the International Sava River Basin Commission (ISRBC) was legally established as an international organization. Following the entry into force of the *FASRB* on December 29, 2004, the 1st constitutional session of the ISRBC was held on June 27, 2005, while the permanent secretariat of the ISRBC started to work in January 2006.

## 2. Analytical Dimensions

### 2.1 Cultural and historical aspects of the ISRBC dealing with civil security

#### 2.1.1 The establishment of the ISRBC

After the political changes in the region in the early 1990s and on the basis of the stability pact for SEE, the initiative for a regional project of Sava River basin rehabilitation was launched. Thus, the four costal countries of the Sava River basin - Bosnia and Herzegovina, Federal Republic of Yugoslavia<sup>4</sup>, Republic of Croatia and Republic of Slovenia (hereinafter: the Parties) started cooperation known as “the Sava River Basin Initiative”. A “Letter of Intent” was signed in November, 2001 by the ministers of foreign affairs, defining joint activities. By December 2002 the *FASRB* was signed and entered into force in December, 2004.

The main goals of the cooperation institutionalisation among the four countries were: the establishment of an international regime of navigation on the Sava River and its navigable tributaries; the establishment of sustainable water management; undertaking of measures in order to prevent hazards (floods, ice, droughts and accidents involving hazardous substances, etc.) and to reduce or eliminate hazard-related consequences (ISRBC, 2011a, pp. 6-8). The *FASRB* is harmonized with the EU Water Framework Directive 2000/60/EC, incorporating elements of the Convention on the Regime on the Navigation on the Danube (Belgrade, 1948) and the Convention on Cooperation for the Protection and Sustainable Use of the Danube River (Sofia, 1994). On the basis of the *FASRB*, the joint ISRBC was established in June 2005 as an international organization placed in Zagreb (Lopandić, Kronja, 2011). The ISRBC serves as a permanent working body responsible for *FASRB* implementation, for the development of the action plan for the Sava River basin and the adoption of the necessary legal documents and accompanying protocols.

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<sup>4</sup> Federal union of Serbia and Montenegro – from February, 2003

### 2.1.2 The evolution of the ISRBC

During the ratification process and the early implementation of the FASRB, Montenegro was a part of the Federal Republic of Yugoslavia (FRY). After dissolution of the FRY in 2006, Serbia became the legal successor of all international treaties, including the FASRB, whereas Montenegro remained outside the ISRBC. So from 2006 the ISRBC membership stands at four: Bosnia and Herzegovina, Croatia, Serbia and Slovenia. However, substantial technical cooperation has been established between the ISRBC and various institutions of Montenegro. In addition, a Memorandum of Understanding (MoU) between the ISRBC and Montenegro is being proposed as an intermediate solution that would provide a full technical cooperation before full membership (interview, ISRBC, February 2013). So far, Macedonia is the only country with observer status to the ISRBC. This was the part of the overall initiatives for strengthening cooperation within the region.

### 2.1.3 The member characteristic of the ISRBC

All four ISRBC parties are democratic countries. Bosnia and Herzegovina is a federal state, while the other ISRBC member states are unitary states. There are differences in population and territorial size among member states. Serbia is the biggest (77,474 sq km) and most populated country (7,243,007 - July 2013 est.), while Slovenia has the smallest area (20,273 sq km) and estimated population (1,992,690 - July 2013 est.) (CIA, 2013). At the same time, there are great economic differences among member states. Slovenia is the richest member with an average per capita income of 29,000 USD (2011 estimate), while per capita income in Bosnia and Herzegovina stood at 8,200 USD.<sup>5</sup>

The EU integration process of the ISRBC parties has significantly changed since they started cooperation some 12 years ago. Slovenia entered the EU in 2004, while Croatia became the 28<sup>th</sup> EU member on 1 July, 2013. Serbia and Bosnia and Herzegovina are also gradually approaching the EU within the Stabilization and Association Process framework. The EU launched accession negotiations in June 2013 with Serbia, while Bosnia and Herzegovina has potential candidate status.

### 2.1.4 The cultural milieu of the ISRBC

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<sup>5</sup><http://www.indexmundi.com/map/?t=0&v=67&r=eu&l=en>

Although there is no great variance among the parties regarding parameters on industrial/post-industrial attitude according to World Value Surveys (2000), they could be divided in two groups. The first group of countries representing societies with high scores in secular-rational and self-expression values would be composed of Slovenia and Croatia, while the second group of countries with high scores in secular rational and survival values would consist of Bosnia and Herzegovina and Serbia.<sup>6</sup>

**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)

<b>Nation and wave</b>	<b>TradRat values</b>	<b>SurvSelf values</b>
Croatia 4	0.08	0.31
Bosnia and Herzegovina 4	0.34	-0.65
Serbia 5	0.35	-0.62
Slovenia 5	0.73	0.36

Source: [http://www.worldvaluessurvey.org/wvs/articles/folder\\_published/article\\_base\\_111](http://www.worldvaluessurvey.org/wvs/articles/folder_published/article_base_111)

## 2.2 Legal/institutional aspects of ISRBC dealing with civil security

### 2.2.1 The current legal basis of the ISRBC

The basic ISRBC document is the FASRB, representing a major legal instrument for cooperation in order to develop navigation and establish sustainable water management in the Sava River basin. These activities are coordinated by the ISRBC), established by Article 15 of the FASRB, to achieve the following goals: i) establishment of an international regime of navigation on the Sava River and its navigable tributaries; ii) establishment of sustainable water management; iii) undertaking of measures to prevent or limit hazards, and reduce and eliminate adverse consequences, including those from floods, ice hazards, droughts and incidents involving substances hazardous to water (ISRBC, 2002, Article 2).

This agreement also defines general principles on actions of the parties and stipulates their cooperation and data exchange regarding water and navigation regime of the Sava River. Moreover, the agreement provides regulations, organizational structures and administrative practices, and envisages mandatory

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<sup>6</sup> See more [http://www.worldvaluessurvey.org/wvs/articles/folder\\_published/article\\_base\\_111](http://www.worldvaluessurvey.org/wvs/articles/folder_published/article_base_111)

cooperation with international organizations (namely, ICPDR, Danube Commission, UN/ECE, and EU institutions). The structure and the procedures of the ISRBC as well as its competences are stipulated in detail in annex I to the FASRB, which serves as the statutes of the ISRBC.<sup>7</sup>

Since its establishment there have been no major changes in the legal basis framework. The statutory basis of the ISRBC relies on a single legislative source, the FASRB. However, topics encompassed in the FASRB have been regulated in greater detail through various protocols.<sup>8</sup> In the area of civil security these are the Protocol on Flood Protection and the Protocol on Emergency Situations. The *Protocol on Flood Protection*, signed in June, 2010 has been ratified by Bosnia and Herzegovina and Croatia. This protocol represents the aims of the parties in the field of sustainable flood protection, especially development of a Flood Risk Management Plan (FRMP) in the Sava River basin in accordance with the *EU Floods Directive*. It regulates issues caused by natural phenomena (e.g. high flows of rivers) and by artificial impacts (e.g. water discharge from reservoirs and retentions, changes in river basin, etc.) with the aim to prevent flood hazards, to reduce flood risks and to mitigate the consequences of floods. Furthermore, the Protocol on Emergency Situations to the FASRB has been drafted and it is currently under final harmonization among parties. The main objective of this protocol is to prevent hazards and to reduce adverse consequences of accidents and natural disasters on water, water regimes and aquatic ecosystems, defining a set of measures and activities to be performed when a crisis occurs. Upon ratification, this protocol will become a legal base for effective and coordinated actions in case of accidental pollution.

Both the protocol on flood protection and protocol on emergency situations elaborate in detail on cooperation mechanisms in the event of emergencies i.e. floods, water pollution caused by industrial accident etc. They would, therefore, be directly relevant for civil security (ISRBC, 2012, p.24; Interview, ISRBC, February 2013).

The legal role of the ISRBC is twofold. According to the FASRB, it has the competence for decision-making in the field of navigation, while it provides recommendations in the field of water management.

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<sup>7</sup>Since its beginning the ISRBC has issued separate documents regulating in greater detail some aspects of its functioning: Rules of Procedure of the Sava Commission (2005a), Rules of Procurement Procedures (2011c), Staff Regulations of the Secretariat of the Sava Commission (2005c), Main functions, Structure of the Secretariat and Job Description (2005b), Financial Rules of the Sava Commission (2010).

<sup>8</sup> The first protocol signed and ratified with the FASRB was the Protocol on Navigation Regime (Interview, ISRBC, February 2013).

In the field of navigation, the ISRBC decisions have a binding character for all parties, and they have to be implemented in national legislation or implemented as international regulations<sup>9</sup>, which indicates a strong political will of the parties to give such significant role to the ISRBC in that field. Besides, the possibility of enabling the ISRBC to make a binding decision on the level of protocols and agreements directly, in relevant area of water management, is currently under examination<sup>10</sup> (Interview, ISRBC, February 2013).

## 2.2.2 The current ISRBC institutional framework

### Ruling bodies

The ISRBC is an international organisation that involves representatives of each contracting party. Additionally, two representatives of each party - one member and one deputy member have one vote in the ISRBC. The organisation is represented by the chairman, whose term of office lasts three years, and it is rotated following the English alphabetical listing of the parties. In order to implement the FASRB, the ISRBC has the competence for decision-making in the field of navigation, while it provides recommendations on all other issues. The ISRBC is also accredited to establish permanent and ad-hoc expert groups, composed of delegated experts from each party and chaired by the officials of the secretariat.

Permanent expert groups (PEGs) have been established to cover the key issues in the Sava River basin: navigation (PEG NAV), river basin management (PEG RBM), accident prevention and control (PEG APC) and flood prevention (PEG FP). The *ad-hoc* expert groups (AH EGs) deal with more specific issues and tasks. So far, the following *ad-hoc* expert groups have been established: ad-hoc legal expert group (Ah L EG), ad-hoc expert group for hydrological and meteorological issues (Ah HM EG), ad-hoc expert group for hydrological issues related to navigation (Ah HIN EG), ad-hoc GIS expert group (Ah GIS EG), ad-hoc river information services expert group (Ah RIS EG) and ad-hoc financial expert group (Ah FIN EG). In order to foster cooperation and achieve FASRB goals, both the permanent and ad-hoc expert groups submit recommendations to ISRBC for adoption (ISRBC, 2002; ISRBC 2008a). The responsibilities of the ISRBC are stipulated by the FASRB and the additional Protocol to the FASRB. In addition, the meetings of

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<sup>9</sup> ISRBC and Rhine Commission are the only commissions that have such legal power in the field of navigation.

<sup>10</sup> So, the state of art is that there are two kinds of decisions: binding in the field of navigation and non-binding (recommendations) in the field of water management (Interview, ISRBC, February 2013).

the ISRBC (i.e. deputy ministers and / or assistant ministers from the parties) are held 2 to 3 times per year.

Above the ISRBC, there are *the meetings of the parties*, signatories of the FASRB, which are held at least once every two years at the ministerial level. The first *meeting of the parties* was held in Zagreb in 2007, and since then every two years on the 1<sup>st</sup> of June (on International Sava Day). The meetings of the parties are held with the aim to review the work of the ISRBC and make decisions based on its recommendations, consider and adopt proposals of new protocols and amendments to the FASRB, but also to discuss plans on the ratification of the additional protocols to the FASRB as well as to consider and undertake any additional actions that may be required for the FASRB implementation (Interview, ISRBC, February 2013).

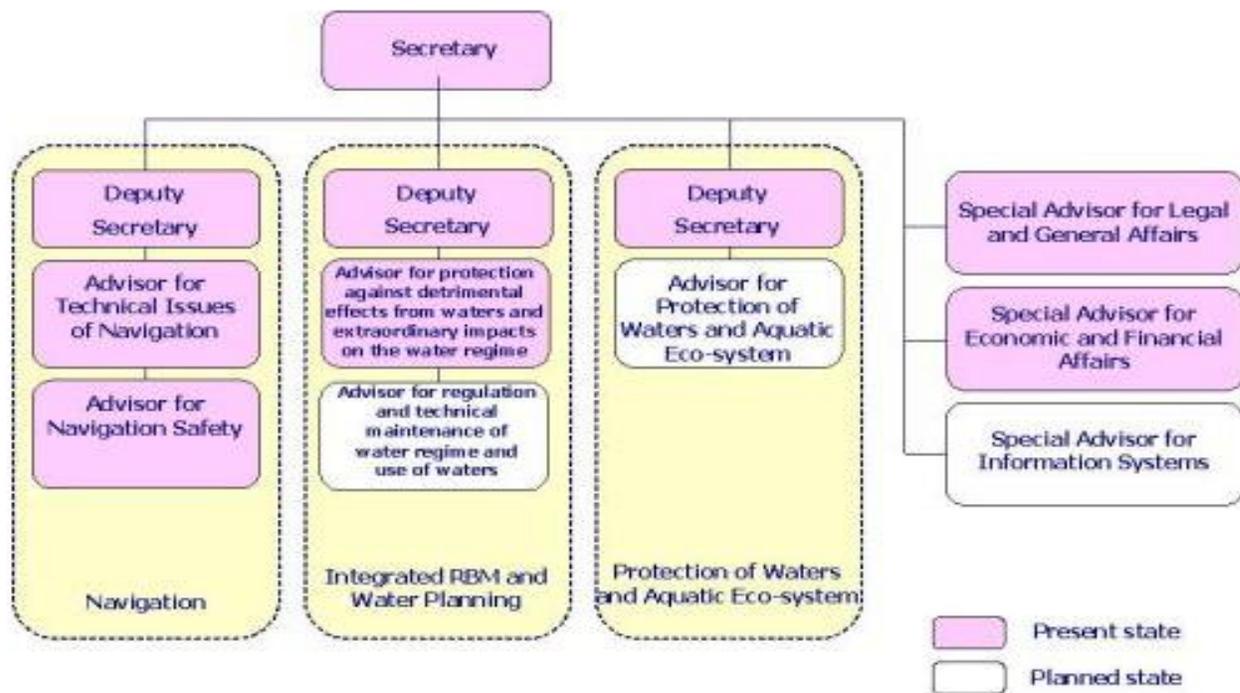
#### **Observers/associate members**

According to the *rules of procedures*, the ISRBC may grant observer status (permanent or *ad hoc*) to states, international, regional and national governmental and non-governmental organizations (Article 16 – Observer status). So far, the ISRBC has granted observer status to Macedonia, FRY. Currently, there is a possibility of granting observer status to Italy, while Montenegro may become a member state. The other observers in the ISRBC are in general international and national NGOs, including World Wildlife Fund (WWF), Danube Environmental Forum, Global Water Partnership, European Nature Heritage Fund (EuroNatur), Green Action Croatia etc., whose representatives attend ISRBC meetings and receive all relevant materials and information (Interview, ISRBC, February 2013).

#### **Administrative/executive bodies**

The permanent ISRBC secretariat is located in Zagreb (HR). The Secretariat is an administrative and executive body of the ISRBC and consists of the secretary, his three deputies and advisors that are nationals of the parties and appointed by the commission (ISRBC, 2008b). The structure of the secretariat is illustrated in the figure below.

**Figure 2:** The structure of the ISRBC Secretariat



Source <http://www.savacommission.org/organ/2>

### ISRBC and civil security

So far, the ISRBC activities related to civil security have been funded mostly by external sources i.e. through the implementation of projects funded by other international organizations (EU, UN, and United States Army Corps of Engineers – USACE etc.). This includes the *Flood mapping study for Sava River* project (implementation period: Sep 2009 – Apr 2011) funded by USACE and *Building the link between flood risk management planning and climate change assessment in the Sava River basin* project (implementation period: Aug 2010 – mid 2013) funded by UN/ECE. The following projects are planned: *Development of the Flood Risk Management Plan for the Sava River basin*, *Sustainable Operational Flood Forecasting in Real-Time and Water Resources Management*, *Water pollution contingency management plan for the Sava River basin*, etc. (ISRBC, 2011b)

### Accountability

Accountability arrangements, understood as a way of delegating responsibilities within the ISRBC are elaborated in detail in section 2.2.

### Legal changes

As mentioned in section 2.1, changes in the legal framework were introduced by supplementing the FASRB with additional protocols. The Protocol on Navigation Regime was ratified together with FASRB but other protocols have yet to be ratified. As regards civil security issues, the *protocol on flood protection and the protocol on emergency situations* are particularly pertinent.<sup>11</sup> There have been no changes in the institutional framework so far.

### 2.2.3 Decision making process

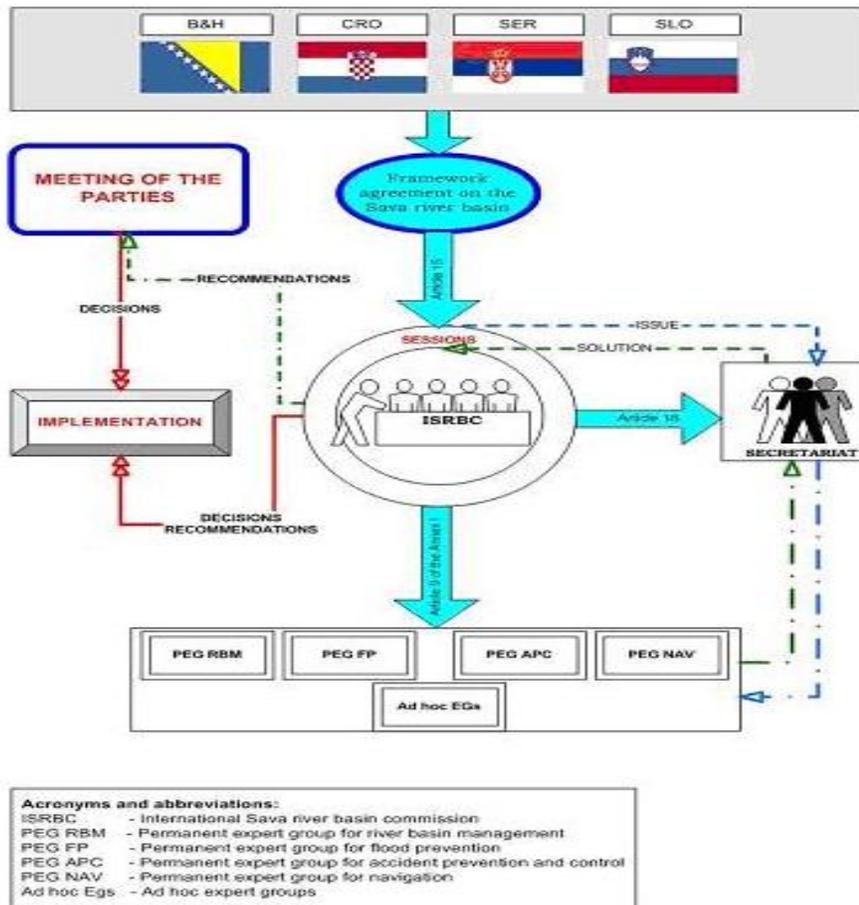
#### Description of the decision making process

In general, the ISRBC raises issues during its session that shall be further investigated by the secretariat and/or an expert group. When a solution is reached, it is presented to the ISRBC by the secretariat, along with any additional recommendations. According to the secretariat's recommendations, the ISRBC passes decisions and recommendations to the parties in its regular or special sessions. In addition, the ISRBC adopts decisions aimed to provide conditions for safe navigation, which have binding character for all parties, as well as decisions on conditions for financing the construction and maintenance of waterways and decisions on its own work, budget and procedures. In the field of water management, the ISRBC adopts only recommendations (ISRBC, 2008c).

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<sup>11</sup> As mentioned in section 2.1., the protocol on emergency situations to the FASRB has been drafted and it is currently under final harmonization among parties (interview, ISRBC, February 2013).

**Figure 3:** Functioning of the ISRBC



Source: <http://www.savacommission.org/functioning>

Each member of the ISRBC has one vote and at least one representative from each party must be present at each session. Any amendment to a proposal before the ISRBC is voted on before the proposal. If the amendment is adopted, the amended proposal should be voted on. Any representative may request separately voting on any part of a proposal or its amendment. However, in the case of objection to the proposal division, the chairman may permit two representatives to speak, one in favour of and the other against the motion, after which it shall immediately be put to vote. When conducting the voting, the chairman may permit the parties to explain their votes. Decisions and recommendations are adopted by unanimous vote (ISRBC, 2005, Article 6).

In urgent cases a written procedure for adoption of decisions and recommendations is envisaged. This may be proposed by the chairman or any member of the ISRBC, which should promptly inform the chairman on its consent that the proposed case is urgent. With approval and on behalf of the chairman,

the draft recommendation or decision is forwarded by the secretariat to the members of ISRBC for consideration. If there is no reply from members rejecting the draft proposal within the specified time limit, it is taken as unanimously accepted. In extremely urgent cases the chairman may, with the consent of the members, determine a reduced time frame. The adoption of the decision or recommendation should be announced by the chairman to all members and to the chairpersons of the ISRBC expert groups and should be reflected in the report of the next following session of the ISRBC, together with the text of the decision or recommendation and the date of adoption (ISRBC, 2005, Article 7).

#### **2.2.4 Activities related to civil security**

##### **Range of threats**

Each member of the ISRBC has one vote and at least one representative from each party must be present at each session. Any amendment to a proposal before the ISRBC is voted on before the proposal. If the amendment is adopted, the amended proposal should be voted on. Any representative may request separately voting on any part of a proposal or its amendment. However, in the case of objection to the proposal division, the chairman may permit two representatives to speak, one in favour of and the other against the motion, after which it shall immediately be put to vote. When conducting the voting, the chairman may permit the parties to explain their votes. Decisions and recommendations are adopted by unanimous vote (ISRBC, 2005, Article 6).

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#### **2.2.5 Crisis management cycle**

Given that the ISRBC is the first international/trans-boundary system for cooperation in its issue area, the commission's activities are mostly related to the analysis of the existing situation, information exchange and data collection as well as to activities aimed at creating and preparing the basis for implementing the EU Floods Directive. In contrast, the ISRBC does not have any operational role in crisis management. So far, the commission's activities in the area of civil security i.e. flood management, accident prevention and control etc., are primarily focused on prevention and preparedness aspects of crisis cycle management. This includes establishment of a Geographical Information System (GIS) system<sup>12</sup>, establishment of hydrometeorological data and an information exchange system, the development of integrated systems for floods forecasting and development of the *plan for crisis management* in the event of water pollution (Interview, ISRBC, February 2013).

Furthermore, the parties are already connected through the *accident emergency warning system* (AEWS), including the *Danube basin alarm model* (DBAM) and alarming/alerting mechanism connecting the civil protection institutions (principal alert centres - PIAC)- developed in the framework of the ICPDR. Currently, the PIAC centres work permanently (24/7) in Slovenia and Croatia, while in Bosnia and Herzegovina and Serbia they are still under development. The existing structures in the parties are regularly tested by the PIAC's staff, in order to assess their preparedness and response to emergency situations. It is expected that the ISRBC takes a leading role in monitoring the results of the tests and in organizing training to increase the operational capacities of the PIACs (ISRBC, 2011a).

Improvements of existing activities related to prevention and preparedness, as well as introduction of activities related to crisis response are foreseen in additional protocols to FASRB (namely, the *Protocol on flood protection to the FASRB* and the *Protocol on emergency situations to the FASRB*, see above). These protocols have been created in order to provide and define specific roles of ISRBC and the national institutions of the parties in the event of crisis. Upon ratification, they will become a legal base for effective and coordinated actions (ISRBC, 2011a; ISRBC, 2012). In this regard, the real impact of the ISRBC on civil security provision will emerge in the future. However, the envisaged strengthening of the ISRBC does not change the main emphasis on national institutions of the parties and their joint action.

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<sup>12</sup> The objectives of the Sava GIS system are to provide coherent, timely, and open access to integrated data, information, services and tools with sufficient accuracy and precision to the water resources planners and decision makers in order to address important water management issues in the Sava River basin (see more: *Geographic Information Strategy for the Sava River Basin 2007 –2012*, available at: [http://www.savacommission.org/dms/docs/dokumenti/documents\\_publications/strategies/sava\\_gis\\_strategy/sava\\_gis\\_strategy\\_final.pdf](http://www.savacommission.org/dms/docs/dokumenti/documents_publications/strategies/sava_gis_strategy/sava_gis_strategy_final.pdf))

## 2.2.6 The crisis management approach

### **Civil/military role and assets**

All ISRBC activities are performed by civilian staff. Cooperation with the institutions of the parties responsible for the FASRB implementation as well as with other national institutions i.e. agencies, offices, services, institutes and universities, has been established and maintained. Given the fact that the ISRBC does not have any operational role in crisis management, this organization does not have its own assets for responding to a crisis nor use members' civilian and/or military assets.

### **Way of doing business**

ISRBC has primarily a cohesive character. Through its activities the commission contributes to an efficient approach of the member states regarding certain challenges, and successful implementation of joint projects of member states (currently a project for the protection and rescue in accidents is being planned). The ISRBC is primarily a platform for sharing information, reporting and capacity building of member states (organizing of the PIAC staff training).

The ISRBC can be seen to have incorporated lessons learned. Generally, the FASRB has proven to be a good platform for cooperation improvement among parties by intensifying their contacts, providing opportunities for good practice exchange and additional training of representatives working in the ISRBC expert groups as well as improvement of inter-sectorial cooperation. However, lack of human and financial resources of the parties, especially hardships in securing financial instruments for implementation of the priority projects, remain the main obstacles in the FASRB implementation. The additional challenge is a limited access to basic data (hydrologic, topographic etc.) necessary for ISRBC studies preparation, especially when these data belong to the institutions not officially nominated for FASRB implementation. There are also difficulties related to the specific fields of the FASRB implementation, especially different perceptions of water management and related requirements among representatives from the parties (ISRBC, 2011a, pp. 14, 15).

Further improvement of FASRB implementation would include: raising awareness of existing cooperation of the parties within the FASRB, ensuring adequate human and financial resources to follow up activities coordinated by ISRBC, providing additional funds for realization of the commission's respective activities and projects, facilitating access to relevant data needed for ISRBC studies preparation, etc. Further strengthening of the capacity within the ISRBC framework (i.e. stronger

support to the ISRBC expert groups) and the capacity of the commission secretariat has also been called for (ISRBC, 2011a, pp. 14, 15).

## 2.3 The relations between ISRBC and pMS citizens, governments and stakeholders

### 2.3.1 Citizens

In line with the EU *Water Framework Directive* (Article 14) and the *Framework Agreement on Sava River Basin* (Article 21), public participation represents a core principle in sustainable water management. Additionally, the ISRBC has adopted *rules of procedures* (ISRBC, 2005), formalizing the public participation and information access, especially in Articles 13 (Annual Report), 15 (Availability of Documents) and 16 (Observer Status). The relations between ISRBC and citizens of the parties are based on three pillars, i.e. information, consultation and active participation. Thus, all relevant information is being continuously communicated to the wider public via the ISRBC official Web-site, the Sava News Flash bulletin (issued twice a year as a bilingual publication), as well as public presentations, conferences, etc.<sup>13</sup> Furthermore, citizen involvement in a process of consultations regarding relevant areas via workshops (co)organized by the ISRBC, in accordance with the EU Flood Directive, represent an illustrative example. Finally, there is active public participation, primarily by stakeholders with official observer status, that gives the opportunity to influence ISRBC decision-making and its actions (interview, ISRBC, February 2013).

In general, citizens and stakeholders are engaged in the ISRBC's work through their participation in various ISRBC projects, but also through numerous promotional activities. The promotional activities may be organized by ISRBC (e.g. celebration of Sava Day, organization of the Youth Parliament) or relevant structures in the parties that lead to the realization of their national projects, such as projects conducted in partnership with Coca-Cola etc. (interview, ISRBC, February 2013). So far, the ISRBC has not developed methods to inform the public on an emerging/unfolding crisis across the region. However, as mentioned before, the parties are connected through the AEWS developed by the ICPDR. There is at present no website/social media or mobile application to update citizens on relevant crisis issue/security information.

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<sup>13</sup>see: [http://www.savacommission.org/basin\\_news](http://www.savacommission.org/basin_news), <http://www.savacommission.org/event/0/0/1/>

### 2.3.2 Relations between ISRBC and pMS governments

Governments of member states are committed to ISRBC, contributing operative and financial resources, and by sending deputy ministers and/or assistant ministers to the meetings of the ISRBC (2 or 3 times per year) and to the meetings of the parties that are signatories of the FASRB (held at least once every two years at the ministerial level). In each member state competent authorities are determined to implement the FASRB. In Bosnia and Herzegovina there are nine competent authorities,<sup>14</sup> while in Croatia there are only two. This reflects the differences in state organization, but also different priorities of certain areas of cooperation within the FASRB for the member states<sup>15</sup> (Interview, ISRBC, March 2013).

Member states formulate their interests and positions on important issues and present them through their representatives at meetings of the commission bodies. However, the ISRBC strives to be an active mediator in the exchange of views, to facilitate and enable the member states to harmonize their particular interests and formulate a common policy.

Examples of the ISRBC as a mediator can be found in the area of navigation. The ISRBC is included in the work of the bilateral commissions for sailing having a role to provide information from the regional level and information on the positions of the member states and the ISRBC as an organization. It can also be seen in the reports member states are required to prepare that they stress seeing the ISRBC having the role of mediator.

At the first ministerial meeting held in Zagreb 2007 a methodology for continuous monitoring of ISRBC work by the member states was adopted.<sup>16</sup> Each year member states answer detailed questionnaires and prepare reports regarding the implementation of FASRB and submit them to the ISRBC. This allows the parties to continuously review and to facilitate national implementation of the FASRB. Upon

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<sup>14</sup> Reflecting the complex structure of the state with possible implications on the decision making process and efficiency,

<sup>15</sup> For example, for Croatia, rehabilitation and development of navigation and transport in the Sava River basin is a priority, while for Serbia it is flood protection and quality of water.

<sup>16</sup> Decision on adopting the Methodology for Permanent Monitoring of Implementation of the FASRB, Zagreb, June 1, 2007

submission of national reports<sup>17</sup> at the end of each year, the ISRBC prepares and submits a detailed annual report on its activities to the competent departments of the member states for further analysis. When scheduling the bi-annual *meeting of the parties*, the ISRBC prepares a synthetic integral report as the basis for debate, decision-making and drafting declarations.

The ISRBCs decisions are taken by consensus, and they are previously negotiated and approved by national governments. When decisions are reached, they have an effect on the work of the national governments, especially when it comes to binding decisions<sup>18</sup> relating to safe navigation and construction and maintenance of waterways.

National parliaments have the role of ratifying the FASRB and related protocols and of adopting laws and regulations arising from the ISRBC's binding decisions. Sometimes parliamentary procedures are slow and delayed due to elections and political changes in member states.

State/national political/administrative authorities<sup>19</sup> are involved in the ISRBC. Governments delegate specific tasks to the ISRBC on an *ad hoc* basis. For example when Serbia and Bosnia and Herzegovina were unable to agree on taking measures to protect the bridge on the Drina River at Visegrad (UNESCO World heritage), the ISRBC was assigned the role of mediator which resulted in signing the protocol on accumulation management on the Drina River.<sup>20</sup> However, a number of employees in relevant ministries and competent bodies of member states are still not fully aware of the competencies and possibilities of ISRBC to tackle important problems and issues. (Interview, ISRBC, March 2013)

The ISRBC contributes to information sharing by the establishment of hydro meteorological data and an information exchange system; the development of integrated systems for flood forecasting as well as warning by the *Plan for crisis management* in the event of water pollution and through the AEWS. The

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<sup>17</sup> Those reports are very comprehensive. Only the guidelines for preparation of the third country report on implementation of the Framework Agreement on the Sava River Basin (FARSB) is 33 pages.

<sup>18</sup> They have to be incorporated into domestic legislation, or implemented as international laws.

<sup>19</sup> Ministers, deputy ministers, assistants to ministers, secretaries of state, directors of water directorates, and experts in certain fields.

<sup>20</sup> Because the bridge is listed under UNESCO protection, Serbia and Bosnia and Herzegovina are obliged to submit reports on what has been done regarding its protection. Actually two countries were able to resolve the issue of the bridge, because there was no disagreement between them, but ISRBC has helped them as a mediator, due to a number of circumstances. ISRBC was therefore primarily a "gathering" factor because it has managed within their action to gather a wide range of people from relevant departments and agencies of Serbia and Bosnia and Herzegovina, responsible for the protection and care of the bridge and thus speed up the immediate action. Currently, this process is in the final phase, the protocol for the protection of the bridge has been agreed upon and just needs to be signed. (Interview, ISRBC, May 2013)

member states have already been connected in the framework of the ICPDR through AEWS, the pollution propagation modelling tool (DBAM) and alarming/alerting mechanism connecting the civil protection institutions (PIAC) developed. But accidental spills, which have occurred in reality, have shown that the system of emergency response does not work in the most efficient way to solve the problem adequately to prevent the consequences of accidents to the environment.<sup>21</sup>

### 2.3.3 Relations between ISRBC and Stakeholders

#### **ISRBC/stakeholders relations**

The ISRBC officially and continuously cooperates with national institutions responsible for the implementation of the FASRB (a total of 23 institutions). In addition, non-formalized cooperation has been maintained with other national institutions and organizations of the parties, which may be influenced by the ISRBC's work and *vice versa* (i.e. national hydro-meteorological services of the parties, institutes for nature protection etc.). Furthermore, cooperation has been maintained with NGOs, universities and institutes dealing with natural and technical sciences, organizations from the private sector etc. (see section 4).

In general there are no problems in cooperation with stakeholders, although, of course, there is always room for improvement. Under the provisions of the EU Directive, it is necessary to develop a plan for public participation, which the ISRBC adheres to. Also, the forming of Sava Water Councils is planned and it will gather the relevant thematic groups of stakeholders.

ISRBC includes stakeholders in most of its activities and considers them as an important corrective factor. However, this implies that sometimes the stakeholders and ISRBC may have different views about certain issues. In developing the water management plan for the Sava River basin, stakeholders were consulted and their views and interests were presented. Of course, some suggestions and demands were accepted, while others have to be rejected, so some stakeholders were satisfied while others were not. Also, stakeholders have been involved in the process of the reconstruction of the

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<sup>21</sup>The time difference between receiving the first information about the spill and an adequate and efficient response of different institutions responsible for accident prevention and control is too long in most cases. The protection measures are not efficient enough because of a lack of communication between different organizations and a poor decision making system in the countries of the Sava River basin. The PIAC centers work permanently (24/7) in Slovenia and Croatia only, while in Bosnia and Herzegovina and Serbia such a system is still under development. (ISRBC, 2011a)

waterway. For example, green organisations often have different views from those of the ISRBC. It is the reason why ISRBC formally involved them in the work and considers their participation as good and useful.

Within the project *Enhancement of the stakeholder involvement in the management of the Sava River basin – Towards the establishment of the Sava Water Partnership*, a stakeholder analysis has been made. On the basis of this analysis, a *communication plan* is to be developed, including a set of communication activities. This project foresees the establishment of a Sava Water Partnership, which would serve as a platform involving all groups of stakeholders (governmental institutions, NGOs, etc.). Considering the participation of stakeholders from the governmental and non-governmental sector in the FASRB implementation, a multi-stakeholder platform should facilitate the involvement of the civil, academic and business sectors.

An existing good example of stakeholder involvement represents the process of preparation and implementation of the *Joint Statement on Guiding Principles for the Development of Inland Navigation and Environmental Protection in the Danube River Basin* jointly led by ICPDR, the Danube Commission and the ISRBC, where all issues are being continuously discussed by a variety of stakeholders from the navigation and environmental sectors. Within this process the Guidelines for Development of Inland Navigation and Environmental Protection were developed, and the *monitoring committee for waterways coordination* was established. Along with the ISRBC, the ICPDR and Danube Commission, representatives from the NGOs (namely, WWF and Centre for Environment) and private sector (shipping companies, chambers of commerce etc.) are also involved in the work of that committee, having an opportunity to participate at committee sessions, but also to ask questions and give their opinions and comments. The stakeholder's involvement has been fostered through the development of the *Strategy on Implementation of the FASRB* and the sessions and other meetings organized by the ISRBC, as well as through public presentations of the ISRBC projects (interview, ISRBC, February 2013).

### **Expectations with respect to ISRBC**

There is no data on stakeholders' expectations towards the ISRBC role in civil security. The commission's contribution to education, information sharing and awareness-raising among stakeholders is elaborated in section 2.3.1.

## 2.4 The role of private sector (including both, profit-oriented and non-profit organizations) in maintaining civil security

The ISRBC critically depends on civil society cooperation. In order to ensure public participation and stakeholder involvement in major activities of FASRB implementation, cooperation with NGOs and other institutions and local actors from the Sava River basin has been established.<sup>22</sup> Cooperation between ISRBC and the private sector is not formalized in legal agreements or contracts, but is project-based. Mainly it refers to organizing conferences and launching different campaigns aimed at raising awareness and responsibility of citizens, companies and organizations to the rivers and water in general and their sustainable development.

Countries in the Sava River basin are economically tied together by the possibility to share natural, capital and human resources, and to benefit from water transport, river tourism, catering and trade development, as well as from an easier flow of information, knowledge and innovations. Keeping this in mind, the SAVA-SME project is focused on the role of the SME sector in supporting the competitiveness of enterprises, investing in people and skills and stepping up institutional capacity and cooperation in the Sava River basin, and thus contributing to an effective implementation of the FASRB and the development of the region. The project idea was formulated in summer 2010, by the Institute of Economic Sciences from Belgrade and ICPE/ECPD from Ljubljana, while its further development was supported by all economic institutes from Bosnia and Herzegovina, Croatia, Serbia and Slovenia, under coordination of the ISRBC. Following a roundtable with representatives of the economic institutes, the regional chambers of commerce and the national SME and development agencies from the four countries (Zagreb, February 24, 2011), the project fiche was finalized and presented to high-level governmental representatives of the countries. As the idea was supported, both at the 26th Session of the ISRBC (Zagreb, April 21-22, 2011) and at the 3rd *meeting of the parties* to the FASRB (Brdo near Kranj, June 1, 2011), intensive fund-raising activities have been undertaken since then.

The overall objective of the SAVA-SME project is to strengthen the cooperation among SMEs, consolidate connections of the business, academic and professional communities connected with water resources management in the Sava River basin, and to provide support to the SME sector as the end user of the project results, thus fostering a sustainable development of the region within the basin. The

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<sup>22</sup> Relations with citizens are described in more details in Section 3.1.1.

project is planned to be performed in two phases, aiming to provide specific programs (phase 1) and concrete implementing programs and SME support schemes (phase 2). The institutions / organizations to be involved in phase 1 of the SAVA-SME project implementation include all economic institutes of the four countries and the ISRBC, while the regional chambers of commerce and the national SME agencies of the countries will also be included in phase 2 of the project. The project is expected to provide a good basis for a number of follow-up projects relevant for the FASRB implementation, such as:

- Development of the infrastructure and facilities for river tourism (e.g. nautical tourism, recreation, fishing) in the Sava river basin;
  - Development of the infrastructure for food production and fish farming in the Sava River basin;
  - Development of small hydropower plants in the Sava River basin;
  - Development of the infrastructure for small and medium shipyards in the Sava River basin, and
  - Contribution of the SME sector to waste water and manure treatment in the Sava River basin
- (Zubović, 2011, p.14)

The Coca Cola Company is also involved in cooperation with the ISRBC, giving technical support and participating in media campaigns, organizing student camps, bicycle races and other actions aiming to raise the awareness of the importance of water resources. Having in mind the concept of corporate social responsibility, Coca Cola aims to contribute to sustainable development, reducing its environmental impact, investing in local communities, working in partnerships, helping to protect local watersheds, increase recycling and promoting healthy, active lifestyles.

Cooperation with NGOs is illustrated by the project *Successful public participation in water resources management in the Sava River basin*, carried out in Croatia and Bosnia and Herzegovina by the Green Action in partnership with the Center for Support and Development from Tuzla, Green Dream from Vinkovci and Ecological Coalition of the Una River basin from Bihac/Prijedor. During the two years of the project, a series of seminars, workshops and meetings with stakeholders in both countries will be held, manuals will be published and a promotion campaign will be conducted with the help of the media in order to inform the wider public and motivate it to take part in the Sava River basin management.

(Popović, Dujmović, 2011, p.12)

Besides this, there is an initiative known as *Economic Region on the Sava River* which includes 17 regional chambers of commerce. So far they have published a nautical tourist guide and are engaged in developing bicycle routes along the Sava River.

So far, mainly stakeholders from the governmental and non-governmental sectors have been involved in the FASRB implementation. Activities are being performed to assess feasibility of establishing a multi-stakeholder platform in the Sava River basin. The main purpose of such a platform would be to facilitate, or further strengthen, the involvement of the civil, academic and business sectors.<sup>23</sup>

## 2.5 The relations with the EU, UN and other regional organizations

The ISRBC cooperates with a large number of international organizations, especially with organizations and institutions specified in article 5 of the FASRB: ICPDR, the Danube Commission, UN/ECE and Institutions of the European Union (ISRBC, 2002). The cooperation with the ICPDR and Danube Commission is formally based on the MoU, providing opportunities for closer cooperation and coordination of activities in order to avoid duplication. In addition, the ISRBC activities related to development of the *river basin management plan*, the AEWS implementation etc. are coordinated with those of the ICPDR, while the cooperation with the Danube Commission provides a basis for development of ISRBC documents related to navigation and their harmonisation with corresponding regulations of the Danube Commission. Moreover, a process of joint implementation of the *Joint Statement on Guiding Principles for the Development of Inland Navigation and Environmental Protection in the Danube River Basin* represents an important factor in relations and cooperation of the ISRBC with the ICPDR and Danube Commission (ISRBC, 2012).

Besides the ICPDR and the Danube Commission, the ISRBC cooperates most with the EU. The trans-boundary cooperation of the ISRBC parties is aligned with EU directives, namely the Water Framework Directive and Floods Directive. The parties' commitment to the EU Water Framework Directive, although not all of them are legally bound to do so, has led to a positive perception of the European Commission (EC). In this regard, the ISRBC enjoys strong EC support, which is mostly related to the financing of the

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<sup>23</sup>As an illustration, a project on fostering contribution of the SME sector to sustainable development of the Sava River basin, involving both academic and business sectors, will be launched in the framework of these activities. The implementation of the actions aiming to ensure active involvement of a wide range of stakeholders in the implementation of the FASRB will depend on available funds on the national, basin-wide and international levels (e.g. UNESCO).

ISRBC projects. However, the relations between ISRBC and EC are still not officially formalized (unlike EC relations with the ICPDR). The EU is not even an observer to the ISRBC, although two of the ISRBC member states, Slovenia and Croatia, are members of the EU. This issue will be brought up again by the recent accession of Croatia to the EU, intensifying the ISRBC expectations of a greater cooperation with the EU (interview, ISRBC, February 2013).

Cooperation with UN/ECE has been maintained through implementation (August 2010 - fall 2012) of the project *Building the link between Flood Risk Management planning and climate change assessment in the Sava River basin* within the UN/ECE framework. This project was one of three pilot projects within the UN/ECE Program of Action „Water and adaptation to climate change in the trans boundary context, including management of floods and droughts“. The main outcome of this project was the *Program for Development of the Sava FRM Plan* i.e. an initial flood vulnerability assessment and the assessment of potential climate change impacts on flood management in the basin. Furthermore, cooperation with UNESCO includes implementation of the project *Enhancement of the stakeholder involvement in the management of the Sava River basin*, supported by UNESCO and the GWP-Med (ISRBC, 2012, p. 20).

Furthermore, there has been a continued cooperation with other navigation commissions (e.g. Central commission for the Navigation of the Rhine - CCNR) and other river and lake protection commissions (e.g. commissions for the protection of the Rhine, Elbe, and Oder rivers), regional organizations (e.g. GWP-Med), international financial institutions (e.g. World Bank) and specialized organizations, associations and groups (e.g. GIS Forum) (ISRBC, 2012, p. 21). This especially includes organization of mutual visits and participation at the plenary sessions of the relevant river commissions, attendance at their ministerial meetings and mutual participation in expert groups. Also, this cooperation refers to experts exchange and to the implementation of mutual projects (interview, ISRBC, May 2013).

Although all these types of cooperation are not directly linked to the civil security in terms of crisis management, they certainly contribute to civil security related activities such as natural disaster risk reduction.

The ISRBC has signed a MoU with two Danube commissions, based on which reciprocal visits between plenary sessions are organized, as well as attendance at meetings of ministers and participation in the expert groups. Also, good cooperation and participation of the ISRBC in ICPDR should be mentioned, as well as their common participation in projects. Joint implementation of "Joint Statement" contributes to this cooperation. Also, the ISRBC has a good cooperation in the EU, which is primarily based on the implementation of projects. Regarding the other river commissions, the ISRBC participates in informal annual meetings of the secretaries of river commissions.

### 3. The Quality Issue

#### 3.1 Effectiveness

As has already been stated, ISRBC activities in the area of crisis management are primarily focused on prevention and preparedness<sup>24</sup> for crisis situations that might happen in the Sava River basin, first of all floods, water pollution and different kinds of chemical, transport and other accidents etc. The most important activities related to crisis prevention refer to the *Program for development of the Flood Risk Management Plan in the Sava River Basin*, including food risk assessment, flood forecasting, flood maps, warning and alarm system; exchange of information significant for sustainable flood protection, and implementation of all measures and activities of mutual interest originating from planning documents or activities, standardization of equipment of port facilities, implementation of provisions on prevention, control and reduction of water pollution from shipping, trans boundary cooperation etc.

Most of the realized activities in the field of crisis management refer to "paper work" and preparatory activities like analysis of existing regulations in member states (i.e. Water law), institutional organizations (i.e. organizations responsible for implementation of accident prevention, PIAC, authorized companies to remove pollution) and the existing data about protection plans, pollution sources, authorized laboratories, etc. This was a necessary prerequisite for the preparation of the protocol on emergency situations as the legal framework for all crisis management related activities.<sup>25</sup>

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<sup>24</sup> The draft protocol on emergency situations envisages also cooperation among the parties concerning mutual assistance, exchange of information, exchange of technology and research and development, related to the prevention of, preparedness for and response to such accidents

<sup>25</sup> The leading body in the development of the protocol on emergency situations is the *permanent expert group for accident prevention and control*. The provisions of the protocol refer to extraordinary impacts on the water, water regime and water eco-system and it obliges the parties to establish a coordinated or joint system of measures, activities, warnings and alarms in the Sava River basin. It defines the system of emergency prevention, preparedness, response and mutual assistance in case of extraordinary impacts. It also describes the rights of the

The *draft Protocol on emergency situations* was adopted by the ISRBC in March 2009 and distributed to the parties for final review. Final harmonization is expected, depending on readiness of the parties.

Activities related to the AEWS were focused on improvements and modification of the integrated system to exchange warning, data and information about accidents and a review of the operative structure and capacities within relevant bodies. Consideration of possibilities for unification of different systems for accident prevention and control (e.g. AEWS, CECIS (EU), UN/ECE system) was also initiated by the *expert group* in 2011. In this context, activities of the ICPDR and UN/ECE are being monitored.

The AEWS is tested regularly. The tests have confirmed that the system is working as expected from a technical point of view, but on the other hand it is obvious that the operative structure in the countries would need further improvements. At present, the PIAC centers operate 24 hours a day only in Croatia and Slovenia. This fact might cause problems in case of accidents which can happen at any time. In the future, major steps should be initiated towards the operational functionality of the PIAC centers in the member countries, especially in Bosnia and Herzegovina and Serbia.<sup>26</sup>

Following the analysis of results of tests performed in the framework of the Permanent Expert Group for Accident Prevention and Control (PEG APC), training courses for operational staff of the PIACs were organized in cooperation with the ICPDR to increase the capacity of the PIAC's staff in the parties in 2009 and 2010.<sup>27</sup>

In the hot phase of crisis, exchange of information and mutual assistance are determined by protocols. According to bilateral agreements between member states, there is the possibility of mutual

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public for access to information, public participation and access to justice. Each party shall establish institutional arrangements and cooperation to exchange data, technology and research and develop methods and technologies for the prevention, preparedness and response to accidents. In the protocol, the role of the ISRBC is proposed and the system of communications is defined.

<sup>26</sup>PIACs in Slovenia and Croatia are a part of the whole system of civil and emergency protection system and they operate 24/7. In Serbia and Bosnia & Herzegovina, PIACs have been established but they have not yet been incorporated into the structures which enable early warning and effective response in case of emergency situations causing or threatening to cause negative impact to the water regime and aquatic eco-system. The legal systems and national authorities in those two countries have not been developed yet to enable the incorporation of the existing PIACs into the emergency warning and response system. This is one of the main objectives of the ISRBC to be accomplished in the following period's initial inventory of the flood management.

<sup>27</sup>The training on knowledge brokering practices between science and policy communities in the field of water management and climate change (Zagreb, November 30 - December 2, 2011) should also be mentioned.

cooperation outside the framework of ISRBC. In most cases, the ISRBC and representatives are familiar with or even invited to attend these activities (Interview, ISRBC, March 2013).

In certain cases, formal mechanisms are by-passed informally. Thanks to personal relationships and experience of working together in the ISRBC in 2010 when there was a big flood on the Bosut River in Croatia, activities have been undertaken by Serbia on their portion of the same river, facilitating the Croatian struggle with the flood (Interview, ISRBC, March 2013).

To enhance cooperation of the parties in emergency situations which have or could have impact on water and aquatic eco-systems, a roundtable on Accident Prevention and Control was organized (Zagreb, October 21, 2010),<sup>28</sup> and a roundtable on the *Draft Protocol on Transboundary Impacts to the FASRB* (Zagreb, March 6, 2012).

When it comes to flood protection, main activities have been focused on the preparation of the Sava River basin flood risk management plan in accordance with the EU Flood Directive and the development and upgrade of hydro-meteorological information and flood forecasting and early warning system for the Sava River basin.

The *protocol on flood protection to the FASRB*, the basic document defining the cooperation of the parties in the field of flood management, has been finalized and signed by the parties in June 2010. As the 2<sup>nd</sup> meeting of the parties to the *FASRB* (Belgrade, June 1, 2009) encouraged continuation of already-started joint actions in the field of flood management before formal ratification of the protocol, the ISRBC started with preparation of the *program for development of the Sava FRM plan*, through a project financed by the UN/ECE<sup>29</sup>, along with an initial flood vulnerability assessment and the assessment of potential climate change impact on flood management in the basin.

The cooperative effort of the USACE and the ISRBC and national institutions of the parties has been continued and resulted in the development of a hydrologic model for the whole Sava River basin and a

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<sup>28</sup> Representatives of relevant ministries (ministries for water management and environment) and the agencies and administrations for civil protection from the parties participated in the roundtable.

<sup>29</sup> *Building the link between flood risk management planning and climate change assessment in the Sava River basin*

single shared hydraulic model of the entire Sava River. These products are the first georeferenced models ever produced for the whole area and, as such, represent a good basis for the various needs of the parties to the *FASRB*. The models will be shared between the member countries, with the intention to update information as it becomes available, and have potential to be used to prepare the flood mapping, support the flood forecasting system, and for alternatives analyses of future flood protection projects. Successful development of the joint models will have a direct impact on international efforts to develop integrated flood hazard and risk maps, integrated data collection, flood forecasting, and flood warning systems, which will reduce vulnerability to natural, technological, and willful hazards. As these models can be regarded as preliminary, an additional effort is required to accommodate their functional use to the above mentioned purposes. Additional hydrologic and better geometry data are required from the parties for calibration and verification of the models. Steps toward ensuring continuation of cooperation with the USACE have already been taken.

A comprehensive database has been compiled by the secretariat of the *ISRBC*, based on raw data submitted by the parties. The database consists of more than 3300 georeferenced cross-sections of the Sava River and its several major tributaries and canals. In addition to this main achievement, various received data (on levees, storage areas, bridges, etc.) have been compiled into a GIS form. Those sets of data represent a strong basis, not only for planned flood-related activities, but also for other activities of the *ISRBC* and the parties in *RBM*, navigation, water quality modelling, etc.

Having in mind the nature of almost all realized *ISRBC* activities in the field of crisis management - preparing the protocols, standards, plans, risk assessment and so on, and that the three main protocols in this area are still not in force, at the moment it is very hard to assess its results in terms of effectiveness. When the protocols on flood protection, on prevention of water pollution caused by navigation and on emergency situations come into force and start to be implemented it will be possible to evaluate their effects. However, it is certain that that all undertaken activities have given significant contribution to successful risk management in the Sava River basin, increased resilience and the overall capacity of the member states to respond to various emergency situations that may occur on the Sava River and its main tributaries(*ISRBC*, 2011a).

Considering that *ISRBC* does not have any operational role regarding crisis management so far, it has not been involved in any professional or political inquiry over crisis.

There has been no particular review/evaluation of ISRBC by participating member states, except regular monitoring described in section 2.2. However, it should be mentioned that the 3<sup>rd</sup> meeting of the parties, attended by high officials of the four countries, as well as representatives of international institutions and organizations, served as an excellent opportunity to review the results achieved by the ISRBC since the previous meeting (June 2009). The meeting clearly showed that the *FASRB* represents a good basis for further development and intensification of cooperation in the region, as well as further improvement of cooperation among the national institutions of the parties, especially using the mechanisms of, and the activities performed through, the ISRBC. Also, the ISRBC is recognized by international partners as an important regional player and a solid ground for good cooperation, providing synergies with efforts to work with other international organizations and institutions (ISRBC, 2012).

The fact that the legal and institutional ambience in member states is different, and that the institutional and legal systems of two countries - Serbia and Bosnia and Herzegovina are not harmonized with *acquis communautaire* is, to a certain extent, an obstacle to improving efficiency.

### 3.2 Efficiency

#### **Budget**

According to the *FASRB*, all parties contribute to the financing of the ISRBC on an equal basis (see table 3).<sup>30</sup> In 2011, the ISRBC has adopted the *budget of the ISRBC for the financial year 2011* (April 1, 2011 – March 31, 2012), in the total amount of 546,700.00 EUR. The amount of the parties' annual contribution to the general fund decreased in the last two years i.e. in FY 2008 and 2009 each party contribution amounted to 128,990.00 EUR, while in FY 2011 and 2010 it was 121,990.00 EUR. The total expenditures in FY 2011 (511,368.40 EUR) have also decreased in comparison with the last three years (574,184.59 EUR in FY 2010, 574,184.59 EUR in FY 2009 and 544,443.28 EUR in FY 2008). The parties' annual contributions and the other inflows into the general fund, as well as the expenditures in the financial year 2011 are listed in the tables below:

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<sup>30</sup>Contributions by parties cover mainly the costs of functioning of the secretariat (including travel costs) and certain promotional activities while the money for the projects is collected using external sources or extra contributions of member states (interview, ISRBC, February 2013).

**Table 3:** Received regular annual contributions and other inflows for FY 2012 (in Euro)

Parties	Inflows in FY 2011
Bosnia and Herzegovina	121.990,00 <sup>1</sup>
Croatia	121.990,00 <sup>2</sup>
Serbia	121.990,00 <sup>3</sup>
Slovenia	121.990,00 <sup>4</sup>
Total received amount of contributions	487.960,00
Transfer from the Reserve Fund	39.040,00 <sup>5</sup>
Miscellaneous	16.145,66 <sup>6</sup>
Total General Fund Inflow	543.145,66
<i>Note:</i>	
<sup>1</sup> The contribution was paid on 29 June, 2012.	
<sup>2</sup> The contribution was paid in two equal parts, on June 15 and August 30, 2012.	
<sup>3</sup> The contribution was paid on June 29 and October 23, 2012.	
<sup>4</sup> The contribution was paid on 22 October and 6 December, 2012 and on 25 January, 2013.	
<sup>5</sup> Transferred amount for covering unexpected expenditures.	
<sup>6</sup> The part of the EC and the UNECE grant funds for the project implementation	

Source: ISRBC, 2013, p.23

The ISRBC has adopted a set of financial rules which govern the financial management of the ISRBC. A budget proposal for each financial year (from April 1 till March 31) is being prepared by the secretary and adopted by ISRBC. After approval, the secretary sends notification to the parties, together with the amount of their contribution which should be paid (in euro) within 30 days. It is the parties' responsibility to defray expenses related to the participation of their representatives, experts and advisers in the ISRBC as well as any bank charges arising from the transfer of funds (ISRBC, 2002, Article 16). The ISRBC budget consists of the general fund, reserve fund and special and trust funds. The general fund covers ISRBC expenditures for its regular activities and constituted by the mandatory contributions received from the parties and miscellaneous income (i.e. all income other than mandatory contributions). Excess of income over expenditure in the current financial year is allocated to the reserve fund, which is aimed to maintain the budget balance, eliminate temporary financial difficulties and ensure the settlement of the financial obligations of the ISRBC. The special and trust funds are established for the purpose of receiving funds and making payments for purposes not covered by the regular budget (ISRBC, 2010). In general, the parties' contributions cover only functioning of the ISRBC, while the majority of its activities are performed through projects implementation, agreed to by the parties.

**Table 4:** Expenditures per basic intention in FY 2011 (in euro)

Budget Chapter	Expenditures <sup>1</sup>
Staff salaries and allowances	429.343,01
Current costs	34.918,46
Travel expenses	26.848,53
Operational costs	24.145,88
Equipment	3.320,59
Total expenditures	518.576,47 <sup>2</sup>
<i>Note:</i>	
<sup>1</sup> The amount of expenditures on March 31, 2013.	
<sup>2</sup> In accordance with the Financial Rules of the ISRBC, the rest of the General Fund shall be allocated to the Reserve Fund.	

Source: ISRBC, 2013, p.23

Regarding the special and trust fund, the total amount received in 2011 was 57,310.24 EUR, while the total expenditures were 69,902.48 EUR (ISRBC, 2012).

Although project management is not its basic role, the ISRBC has proven to be successful in project management. The table and the graph presented below show results of the analysis of the FASRB-related projects, where the ISRBC contribution was provided through direct fund-raising in the project preparation and/or implementation, or coordination of the activities at the basin level which subsequently yielded new projects.<sup>31</sup> According to the results, 12.55 million euro have been ensured for implementation of projects, 16 percent (2.06 million euro) of which are contributions of the parties, and the rest - 84 percent (10.49 million euro) are contributions from external sources. It is notable that the share of the externally funded projects has continuously increased in time. Out of 25 projects covered by the analysis, eight had a budget between 50,000 and 500,000 euro, and five projects had a budget above 500,000 euro (Interview, ISRBC, March 2013).

**Table 5:** Basic data on the ISRBC projects

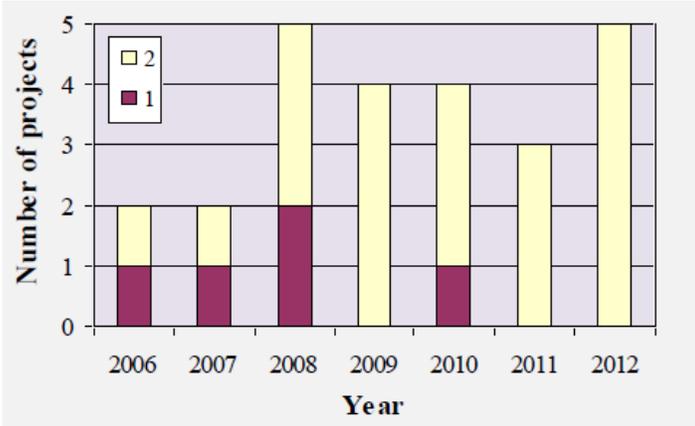
	All projects	Water management	Navigation	Other projects*
Total number of the projects (/)	25	8	10	7
Share of the externally funded projects, in terms of the number of the projects (%)	80	100	50	100

<sup>31</sup>The analysis covers the implemented and on-going projects, as well as the projects for which the funds have been ensured, and their implementation will start soon.

Total budget of the projects (million Euro)	12.55	1.71	10.50	0.34
Share of the externally funded projects, in terms of the budget of the projects (%)	84	100	80	99

\*The other projects relate to the issues of GIS, hydrology and meteorology, as well as tourism development  
Source: ISRBC

**Figure 4:** ISRBC project according to the funding source



1 – Contributions of the countries; 2 – External funds.

Source: ISRBC

The ISRBC contribution to implementation of FASRB related projects is twofold. A direct contribution is reflected through fund-raising and/or project implementation by the ISRBC itself. An indirect contribution originates from the integrated approach of the commission, nowadays widely recognized as an example of good practice, as well as from the coordination of activities and projects at the trans boundary level, both assisting the countries to get external funding easier or, if a project is funded by a country itself, to experience lower implementation costs than if the project was implemented with no cross-border coordination.

So far, the funds from additional contributions of the parties are being used for waterways improvement (i.e. financing of feasibility studies, etc.) while in the field of water management the projects are being financed entirely by external funds. There are possibilities for greater financing of activities in the field of protection of the harmful effects of water by ratifying additional protocols and expansion of the ISRBC

activities, but this should be decided at a regular meeting at the ministerial level (interview, ISRBC, Zagreb February 2013).

### **Efficiency-related issues**

The agreement of the member states on how to share the cost of reconstruction of the waterway is achieved through the ISRBC. Through the projects financed from European funds, equipment for the SAVA GIS system is procured. The system is owned by member states and located in the secretariat. There are agreements that member states with their extra contributions support the further development of GIS.

When the protocol on emergency situations comes into force, it will provide a legal framework for the parties to facilitate the exchange of technology for the prevention of, preparedness for and response to industrial accidents and to initiate and cooperate in the conduct of research into, and in the development of methods and technologies for the prevention of, preparedness for and response to accidents (Draft Protocol on Emergency Situations).

The protocol on emergency situations sets up standards in terms of functioning, equipment and so on aimed to enhance efficiency and enable interoperability. According to the draft the parties shall establish a coordinated or joint system of measures, activities, warnings and alarms in the Sava River basin in case of emergency situations. They should endeavour to make contingency plans compatible and where appropriate, joint contingency plans shall be drawn up in order to facilitate the implementation of adequate response measures.

### **3.3 Legitimacy**

The main motivation of member states for cooperation through the ISRBC are providing sustainable water management and undertaking of measures to prevent or limit hazards, and reduce and eliminate adverse consequences.

The ISRBC appeared as the first regional organisation in the new geopolitical environment and sensitive political circumstances after the most serious conflict in the Balkans after WWII, built its reputation and acquired the credibility of a very professional international organisation. The ISRBC is primarily a

framework for prevention and preparation, but it is also used for the agreement of the member states on operational activities.

Although there are no surveys, we can conclude that in general, all stakeholders and particularly participating member states refer to the regional cooperation within ISRBC in a positive way, but emphasizing that this mechanism should be used even more in the future. This refers to member states, but also to other stakeholders (civil society, private sector and citizens). (Interview, ISRBC, March 2013)

About its legitimacy, besides official, sometimes formal and declarative statements of political representatives or statements in reports refer to concrete cases from practice such as one on the bridge of the Drina River, when it has speeded up the actions of official organs and enhanced the institutional efficiency thanks to its legitimacy and stakeholders' confidence.

The ISRBC, through professional work trying to balance between particular interests of certain member states and a global interest of the Sava basin as a whole, has become a regionally known, recognized and credited regional international organisation which can be seen in the interest of other countries to join ISRBC as monitors or permanent members.

## 4. CONCLUSION

Supported by the EU through the Stability Pact, the four riparian countries of the Sava River basin (BA, HR, RS and SI) established in 2006 the framework for a trans-boundary cooperation for the sustainable use, protection and management of water resources. The Framework Agreement on the Sava River Basin (FASRB) represents a legal basis for cooperation and for establishing the International Sava River Basin Commission (ISRBC). It is the first development-oriented multilateral agreement in the post-conflict period concluded in the region of the former SFR Yugoslavia, and it is also harmonized with the EU Water Framework Directive 2000/60/EC.

Currently, the ISRBC does not have any operational role regarding crisis management and its activities are still mostly related to prevention and preparedness aspects e.g. the analysis of the existing situation, information and data collection. Thus, a GIS system was established as well as a hydro meteorological

data and information exchange system. Furthermore, an integrated system for flood forecasting and a plan for crisis management in the event of water pollution were developed. In order to provide and define specific roles of the ISRBC and national institutions of the parties in the event of crisis, additional protocols to FASRB have been created (Protocol on flood protection to FASRB and the draft Protocol on emergency situations to FASRB). Upon ratification, they will become a legal base for effective and coordinated actions in emergencies. Thus the real impact of the ISRBC is expected to be proven in the upcoming period, even if it does not question the main responsibility of national institutions of the parties and their joint action.

One of the achievements of the ISRBC was the establishment of good relations with citizens and stakeholders. Relevant information is communicated to the wider public via Internet, public presentations, conferences, etc. Citizens and stakeholders are involved in a process of consultations through consultation workshops (co)organized by the ISRBC. Besides, there is an active participation of stakeholders with official observer status. Governments of the parties represent their interests and positions on important issues, while the ISRBC strives to be an active mediator in the exchange of views, facilitating harmonisation of particular interests and formulating common policy. However, a number of employees in relevant ministries and competent bodies of parties are still not fully aware of the competencies and possibilities of the ISRBC to tackle important problems and issues.

Cooperation between the ISRBC and the private sector is not formalized in legal agreements or contracts, but project based. It is mainly focused on organizing conferences and on different campaigns aimed at raising awareness and at enhancing the responsibility of citizens, companies and organizations to the rivers and their sustainable development.

The ISRBC cooperates with a large number of international organizations, especially with the ICPDR, the Danube Commission, UN/ECE and Institutions of the European Union. Although the ISRBC enjoys a great EU support (mostly related to the financing of its projects) their relations are still not officially formalized and the EU is not even an observer in the ISRBC.

Although the parties are committed to cooperation within the ISRBC and have achieved initial results, there is still plenty of room for further improvement in all fields of cooperation, and particularly in civil security matters. Actually in the field of crisis management, almost all realized ISRBC activities have been

“paper work” i.e. preparing protocols, standards, plans, etc., while the main protocols in this area are still not in force.

Existing progress in the field of water management, where requirements are based on recommendations and conclusions of the ISRBC, is partly affected by a different perception of these requirements by the competent authorities of the parties. In some parties additional obstacles include lack of appropriate institutional arrangements and lack of harmonization of legislation with the EU *acquis communautaire*.

As regards the FASRB implementation, major obstacles and difficulties are associated with a lack of human and financial resources of the parties and providing funds for implementation of priority projects. Despite the fact that external financing of a number of projects has been achieved, the needs are far beyond possibilities, particularly in the conditions of economic crisis that have impacted countries and organisations that are potential donors.

There is no doubt that the ISRBC has become one of the first (not numerous) respectable international organisations in the post-conflict area of South Eastern Europe. Its achieved results in mode of navigation and water management have significantly enhanced the conditions in these areas. When it comes to water management and other crises situations related to the Sava basin, real results can be expected in the future. Experiences so far as well as improvements of the members states in the process of European integration give a basis to conclude that ISRBC will have success in this area.

## Annex I: 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
<b>2.1.1</b>	<b>The establishment of the RO</b>			
	Is the formation of the RO related to the EU or other RO?	Yes	Stability Pact for SEE	Strategy on implementation of the FASRB (ISRB, 2011a)
<b>2.1.2</b>	<b>The evolution of the RO eventual membership enlargement and current membership</b>			
	Does the RO have observers/associate members with a different status with respect to (founding) pMS?	Yes		Interview, ISRBC, Zagreb February 2013
<b>2.1.3</b>	<b>The member characteristics of the RO</b>			
	Are RO's pMS also EU members?	N		Interview, ISRBC, Zagreb February 2013
<b>2.1.4</b>	<b>The cultural milieu of the RO</b>			
	Recall the scores of each pMS with regard to the World Value Survey parameter on industrial/post industrial attitude:			<a href="http://www.worldvaluessurvey.org/wvs/articles/folder_published/article_base_111">http://www.worldvaluessurvey.org/wvs/articles/folder_published/article_base_111</a>
	There is a dominant attitude among pMS?	Yes		Framework Agreement on the Sava River Basin (ISRBC, 2002)
	There is a great variance among pMS?	No		-

	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.	Yes		Strategy on implementation of the FASRB (ISRBC, 2011a)
<b>2.2</b>	<b>LEGAL AND INSTITUTIONAL ASPECTS OF RO DEALING WITH CIVIL SECURITY</b>	<b>YES/NOT</b>	<b>DEGREE High/Medium/Low</b>	<b>SOURCE</b>
<b>2.2.1</b>	<b>The current legal basis of the RO</b>			
	Have any major changes in the legal basis framework occurred since the 1990s?	No		Interview, ISRBC, Zagreb February 2013
	Does the statutory basis rely on a single law?	Yes		Framework Agreement on the Sava River Basin (ISRBC, 2002)
	Does the statutory basis rely on fragmented statutory provisions?	No		Framework Agreement on the Sava River Basin (ISRBC, 2002)
	Have there been any major changes, occurring over time, in the legal framework regulating crisis management?	Yes		Interview, ISRBC, Zagreb February 2013
	Are there any major changes foreseen in the future?	Yes		Interview, ISRBC, Zagreb February 2013
<b>2.2.2</b>	<b>The current RO institutional framework</b>			
	Are there ad hoc ruling bodies (i.e. RO presidency, secretariat, councils/assembly of member states representatives, etc)?	No		Framework Agreement on the Sava River Basin (ISRBC, 2002)
	Are there permanent ruling bodies inside the RO?	Yes		Framework Agreement on the Sava River Basin (ISRBC, 2002)
	Does the representation mechanism involve all pMS?	Yes		Statute of the ISRBC, Annex I to the FASRB (ISRBC, 2002)
	Do the observers/associate members support the RO by financing it?	No		Rules of Procedures (2005a)
	Do the observers/associate members support the RO by providing crisis management assets?	No		Rules of Procedures (2005a)

	Do the RO agencies have a degree of autonomy?	No		Framework Agreement on the Sava River Basin (ISRBC, 2002)
	Is there a division of responsibility?	Yes		<a href="http://www.savacommission.org/organ/2">http://www.savacommission.org/organ/2</a>
	Are there specific agreements, programme, budgets devoted to civil security?	No		Strategy on implementation of the FASRB (2011a)
	Have there been any major changes, occurring over time, in the legal/institutional framework?	No		Interview, ISRBC, Zagreb February 2013
	Are there accountability arrangements?	Yes		Statute of the ISRBC, Annex I to the FASRB (ISRBC, 2002)
<b>2.2. 3</b>	<b>Decision making process</b>			
	Is unanimous agreement required from all partners?	Yes		Statute of the ISRBC, Annex I to the FASRB (ISRBC, 2002)
	Is there an agreement required by national parliaments through a formal legislative procedure?	Yes		Interview, ISRBC, Zagreb February 2013
	Is the decision making prevalently intergovernmental?	Yes		Rules of Procedures (2005a)
	Is the decision making prevalently supranational?	No		Rules of Procedures (2005a)
<b>2.2. 4</b>	<b>Activities related to civil security</b>			
	Is there a kind of prioritization among threats considered by RO?	No		Framework Agreement on the Sava River Basin (ISRBC, 2002)
	Are there activities related to prevention?	Yes		Strategy on implementation of the FASRB (2011a)
	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		Strategy on implementation of the FASRB (2011a)
	Are there activities related to response?	No		Interview, ISRBC, Zagreb February 2013
	Does the RO operate at operative level and manage executive activities?	No		Interview, ISRBC, Zagreb February 2013

	Does the RO operate at political level and conduct consultation activities?	Yes		Strategy on implementation of the FASRB (2011a)
	Is there a different approach with regards to prevention, preparedness and response?	Yes		Strategy on implementation of the FASRB (2011a)
<b>2.2.5</b>	<b>The crisis management approach</b>			
	Does the RO use members' civilian/military assets for responding to a crisis?	No		Interview, ISRBC, Zagreb February 2013
	Does the RO use its own assets?	No		Interview, ISRBC, Zagreb February 2013
	Is there a coordination mechanism of these assets?	No		Interview, ISRBC, Zagreb February 2013
	Does the RO develop a lessons-learned process or best-practices?	Yes		Strategy on implementation of the FASRB (2011a)
<b>2.3</b>	<b>THE RELATIONS BETWEEN RO AND pMS CITIZENS, GOVERNMENTS AND STAKEHOLDERS</b>	<b>YES/NO</b>	<b>DEGREE High/Medium/Low</b>	<b>SOURCE</b>
<b>2.3.1</b>	<b>Citizens</b>			
	Do citizens somehow know of the existence of this regional cooperation?	Yes		Strategy on implementation of the FASRB (2011a)
	Does the RO enjoy support?	Yes		Strategy on implementation of the FASRB (2011a)
	Does the RO somehow communicate to/inform citizens of the countries involved?	Yes		Strategy on implementation of the FASRB (2011a)
	Is there a main method used by the RO across the region for informing the public on an emerging/unfolding crisis?	No		Strategy on implementation of the FASRB (2011a)
	Is there cooperation on common crisis communication systems?	Yes		Strategy on implementation of the FASRB (2011a)
	Are there central reliable website/social media or mobile application to update citizens on relevant crisis issue/security information?	No		Strategy on implementation of the FASRB (2011a)

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	M	Interview, ISRBC, Belgrade March 2013
	Do governments provide strategic and policy guidelines to the RO with respect to civil security?	Yes		Interview, ISRBC, Belgrade March 2013
	Do governments supervise RO activities?	Yes	H	Guidelines for preparation of the third country report on implementation of the framework agreement on the Sava River Basin (FASRB)
	Are governments influenced by RO regulations/strategy/activities (i.e. documents/strategies/policies make explicit reference to RO frameworks/activities)?	Yes		Interview, ISRBC, Belgrade March 2013
	Do national parliaments play a particular role?	Yes		Interview, ISRBC, Belgrade March 2013
	Have governments used RO mechanisms for civil security (i.e. transnational disaster, major disaster beyond the capacity of the country, etc.)?	No		Interview, ISRBC, Belgrade March 2013
	Do governments delegate specific functions to the RO?	No		Interview, ISRBC, Belgrade March 2013
	Does the RO contribute to the information sharing/awareness of in the pMS with respect to civil security?	Yes		Interview, ISRBC, Belgrade March 2013
2.3. 3	Relations between RO and stakeholders			
	Does the RO have direct relations with stakeholders?	Yes		Annual Report for Financial Year 2011
	Does the RO have relations with regional/provincial/local stakeholders?	Yes		Interview, ISRBC, Zagreb February 2013
	Do stakeholders have expectations toward the RO's role on civil security?	No		Interview, ISRBC, Zagreb February 2013
	Does the RO contribute to the education/information sharing/awareness/training of stakeholders?	Yes		Annual Report for Financial Year 2011

2.4	THE ROLE OF PRIVATE SECTOR IN MAINTAINING CIVIL SECURITY	YES/N OT	DEGREE High/Medium/Low	SOURCE
	Does the RO cooperate with profit-oriented and non-profit organizations in the private sector?	Yes		Zubović, 2011, p.14; Popović, Dujmović, 2011, p.12
	Are there any conventions or agreements existing on cooperation with private sector organizations with regard to prevention, preparedness and response to crisis?	No		Interview, ISRBC, Zagreb February 2013
2.5	THE RELATIONS WITH THE EU, UN AND OTHER RO	YES/N OT	DEGREE High/Medium/Low	SOURCE
	Does the RO have relations with the EU and/or related institutions (i.e. European Commission)	Yes		Interview, ISRBC, Zagreb February 2013
	Does the RO have representatives/officers in EU institutions?	No		Interview, ISRBC, Zagreb February 2013
	Are there funding or coordination mechanisms between the RO and EU institutions?	Yes		Interview, ISRBC, Zagreb February 2013
	Does the RO, formally or de facto, act as a means to harmonise national legislation with the EU acquis?	Yes		Interview, ISRBC, Zagreb February 2013
	Does the RO, formally or de facto, act as a means to implement EU regulations/strategies/policies?	Yes		Interview, ISRBC, Zagreb February 2013
	Is there any relation with the UN with regards to civil security issues?	No		Annual Report for Financial Year 2011
	Is there any relation with NATO with regards to civil security issues?	No		Annual Report for Financial Year 2011
	Are there relations with other ROs studied by WP3?	Yes		Annual Report for Financial Year 2011
3	THE QUALITY ISSUE	YES/N OT	DEGREE High/Medium/Low	SOURCE
3.1	Effectiveness			

	Has there been any review/evaluation/scrutiny of the RO by pMS and/or EU?	Yes		Interview, ISRBC, Belgrade March 2013
	Has there been any professional/political inquiry over crisis having RO involvement?	No		Interview, ISRBC, Belgrade March 2013
<b>3.2</b>	<b>Efficiency</b>			
	Have there been any changes in the budget's amount?	No		Annual Report for Financial Year 2011
	Are budget details publicly available?	Yes		Annual Report for Financial Year 2011
	Is the budget for regional cooperation generally uncontested?	Yes		Financial Rules of the Sava Commission (ISRBC, 2010)
	Is there a source of controversy among and within pMS regarding the budget?	No		Financial Rules of the Sava Commission (ISRBC, 2010)
	Is the pMS' contribution to the budget proportionate to their benefits of the cooperation?	Yes		Financial Rules of the Sava Commission (ISRBC, 2010)
	Is there a permanent budget for "cold phase" cooperation (preparation, prevention)?	No		Annual Report for Financial Year 2011
	Is there asset sharing and/or asset procurement through the RO which may be related to efficiency?	No		Financial Rules of the Sava Commission (ISRBC, 2010)
	Does the RO have the goal to enhance efficiency of national civil security systems (i.e. by improving standardization and/or interoperability of assets)?	No		Financial Rules of the Sava Commission (ISRBC, 2010)
<b>3.3</b>	<b>Legitimacy</b>			
	Do countries use the regional cooperation mechanism in place when crises occur?	No		Interview, ISRBC, Belgrade March 2013
	Do countries by-pass the formal mechanisms and contact each other bilaterally or informally?	Yes		Interview, ISRBC, Belgrade March 2013
	Do countries by-pass the regional organization in favor of more overarching ones, such as the EU?	Yes		Interview, ISRBC, Belgrade March 2013
	Are there cases where RO involvement in crisis management has strained political relations between pMS or undermined the legitimacy of a national government?	No		Interview, ISRBC, Belgrade March 2013

## Annex II: Resources

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#### **Interviews:**

Interview, ISRBC, Zagreb, February 2013

Interview, ISRBC, Belgrade, March 2013

Interview, ISRBC, Zagreb, May 2013