

COMPARATIVE ANALYSIS OF NATIONAL STRATEGIES FOR PROTECTION AND RESCUE IN EMERGENCIES IN SERBIA AND MONTENEGRO WITH EMPHASIS ON CROATIA

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Abstract

Emergencies caused by different types of disasters (natural, technological and complex) are as old as human history. They have always created serious problems for people and their communities, forcing them to take appropriate measures to ensure their prevention, mitigation, response and recovery. Keeping in mind the security implications of emergencies for the population, the overall tangible and intangible assets and the environment, each country has a primary responsibility for its own sustainable development on one hand, and for implementation of effective measures to reduce the risk of emergencies on the other hand. Therefore, the state and its authorities shall promptly undertake measures aimed at protecting people and their material assets and the environment from the impacts of emergency situations, i.e. to undertake measures to effectively reduce the risk of emergencies caused by disasters. In addition, one of the most important measures is certainly incorporating the integrated and multifaceted approach to disaster risk reduction into policies, planning and programming related to sustainable development, assistance, rehabilitation and revitalization activities in post-catastrophic and post-conflict situations in countries at risk disaster.

The countries that develop policy, legislative and institutional framework for disaster risk reduction and those that are able to develop and track progress through specific and measurable indicators have greater capacity to manage risks and to achieve a widely accepted consensus on the inclusion and fulfilling measures of risk reduction across all sectors of the society. Certainly, on the list of significant measures aimed at reducing the risk of disaster is the adoption of the national strategy for protection and rescue in emergency situations. Generally speaking, national strategies are

aimed at a comprehensive understanding of the source of current and future risks, the establishment of the concept of organized activities of the government and other institutions to reduce emergencies caused by all forms of major natural and technological disasters, to mitigate their consequences through prevention actions, as well as development of adequate state of readiness and capacity of the whole community. Therefore, the national strategy for protection and rescue in emergency situations is a crucial foundation on which all other activities aimed at reducing disaster risk rest.

That is why the author has done a detailed analysis of the National Strategy for Protection and Rescue of Serbia and Montenegro - with respect to Croatia, in order to compare their contents, based solutions, and implemented international standards. In addition, special attention is paid to the analysis of grounding of such strategies, keeping in mind the objective risk assessments of possible emergencies, which are determined by presenting statistical analysis of each country.

Key words: *comparative analysis, the national strategy for the protection and rescue, Serbia, Montenegro, Croatia, safety, emergency situations.*

INTRODUCTION

Emergencies are one of the constants of human history and their conceptual definition determines primarily different types of hazards that threaten the security and are caused by the influence of nature and human activity factors (terrorist attack), which may lead to their occurrence in a particular territory.¹ It is, therefore, due to many factors, difficult to formulate a single, comprehensive and precise definition of emergency, which would include all their features and particularities. Without going into detailed analysis of the definition of emergency, we will keep to the meaning given in the Law on Emergency Situations of Serbia:² “State when the risks and threats or consequences of disasters, emergencies and other threats to the population, environment and material assets are of such scale and intensity that their occurrence or effects cannot be prevented or remedied by a regular action of the authorities and services, that to mitigate and remedy it is necessary to use special measures, power and resources with enhanced mode”.

Taking into account the security implications of emergencies to the population, the overall tangible and intangible assets and the environment, each country has primary responsibility for its own sustainable development

¹ Cvetković, V.: *Intervention and Life-saving services in emergency situations*, Belgrade: Zadužbina Andrejević, 2013, p. 9

² Law on emergency situations, *Official Gazette of the Republic of Serbia*, No. 111/2009

on one side, and the implementation of effective measures to reduce the risks of emergencies on the other side.¹ Therefore, the state and its authorities shall promptly take measures aimed at protecting people and their material assets and the environment from the impacts of emergency situations, i.e. to take measures to effectively reduce the risk of emergencies caused by disasters. In addition, one of the most important measures is certainly to incorporate integrated and multifaceted approach to disaster risk reduction into policies, planning and programming related to sustainable development, assistance, rehabilitation and revitalization activities in post-catastrophic and post-conflict situations in countries at risk from disasters.² Consequently, countries that develop policy, legislative and institutional framework for disaster risk reduction and those that are able to develop and track progress through specific and measurable indicators - have a greater capacity to manage risks and to achieve a widely accepted consensus for inclusion and fulfilling measures for risk reduction throughout all sectors of society. As proclaimed in the Yokohama Strategy, each country has the sovereign responsibility to protect its citizens from natural disasters, to develop and strengthen national capacities and correspondent state legislation to combat the harmful effects of natural and other hazards, to promote and strengthen regional and international cooperation in activities for prevention, reduction and mitigation of natural and other disasters, with a special emphasis on the human and institutional capacities and the exchange of technology, collection, dissemination and use of information and resource mobilization.

Thus, emergencies can be avoided with the help of various ways to reduce risks and limit the impacts of disasters, for example, through the identification of human vulnerability and enhance their ability to cope with disasters. Disaster risk reduction generally includes measures aimed at preparedness, mitigation and prevention. It aims to strengthen resilience to disasters and is based on knowledge of risk management, capacity building and use of information and communication technologies and means of observation of the planet.³ Certainly, a significant measure aimed at reducing the risk of disaster is the adoption of the national strategy for protection and rescue in emergency situations. Generally speaking, national strategies are aimed at a comprehensive understanding of the sources of current and future risks, the establishment of the concept of organized activities of government

¹ Hyogo Framework for Action 2005-2015: *Building the Resilience of Nations and Communities to Disasters/ Report of the World Conference on Disaster Reduction*, Kobe, Hyogo, Japan, 18 - 22 January 2005. (16 March 2005)

² Johannesburg Plan for Implementation of the World Summit on substantial development, Johannesburg, South Africa, 26. 08. – 04. 09. 2002, Paragraphs 37 and 65. n. d.

³ Communication of the Commission of the Assembly and the European Parliament, Bruxelles, 2009

and other institutions to reduce emergencies caused by all forms of major natural and technological disasters, to mitigate their consequences through prevention actions, as well as development of preparedness of adequate government capacities and the whole community. Therefore, the national strategy for protection and rescue in emergency situations is a crucial foundation on which all other activities aimed at reducing disaster risks rest.

MAIN CHARACTERISTICS AND STRUCTURAL FORM OF THE NATIONAL STRATEGY FOR PROTECTION AND RESCUE IN EMERGENCY SITUATIONS IN THE REPUBLIC OF SERBIA

The basis for adoption of the National Strategy for protection and rescue in emergency situations¹ of the Republic of Serbia (hereinafter NSPR RS) is contained in the Law on Emergency Situations, which has defined the establishment of an integrated system of protection and rescue. In addition to the legislative framework, the basis for development of the National Strategy is contained in other national and international documents such as the National Programme for Integration of Serbia into the European Union², the National Strategy for Sustainable Development³, The National Security Strategy of the Republic of Serbia⁴, the Millennium Development Goals⁵, which are defined by members of the United Nations and the Hyogo framework for Action 2005 - 2015: Development of the Resilience of nations and communities to Disasters⁶. In addition to the above, drafting the National Strategy was considered Internal Security Strategy of the European Union and the European Union Strategy for supporting disaster risk reduction in the developing countries⁷. The strategy particularly emphasizes that it will ensure the recommendations of the European Union for the development of national measures: the establishment of institutional, organizational and staffing requirements for implementation of protection in emergency situations, ensuring a well-trained staff, the establishment and training of the existing fire and rescue units in all areas for performing new tasks, developing the ability

¹ See for more details: Law on Emergency situations: *the same*

² See for more details: National programme of the integration of the Republic of Serbia in the European Union (NPI) was adopted by the Government on 9th October 2008, Conclusion 05 No. 011-8137/2007-10

³ National Strategy of Sustained Development "Official Gazette of the Republic of Serbia", No. 55/05, 71/05- correction and 101/07

⁴ Strategy for National Security of the Republic of Serbia, 2009

⁵ Millennium Declaration of the United Nations: 55/2

⁶ Hyogo Framework for Action 2005-2015: *the same*

⁷ Strategy of the European Union for support of reduction of the risk of catastrophes in the developing countries, Bruxelles: Commission of the European Union, 2009

to respond in the event of a disaster in the most efficient manner, including the elimination of the consequences of disasters caused by terrorist attacks, providing material assistance to support the implementation of the National Strategy; training firefighting and rescue units of the Ministry of Interior, firefighting units in companies and firefighting units of the voluntary fire brigades, civil protection units (specialized and general-purpose units), enabling citizens to act in emergency situations, etc.¹

Serbian NSPR in emergency situations consists of the following parts:² 1. introduction; 2. state in the field of the emergency situations; 3. vision and mission; 4. strategic areas: I - to ensure that disaster risk reduction becomes a national and a local priority with a strong institutional basis for implementation; II – to identify, assess and monitor risks and enhance early warning; III – to use knowledge, innovation and education to build a culture of safety and resilience at all levels; IV – to reduce risk factors, prepare for major disasters for the efficient (emergency) response at all levels, V - the implementation of the national strategy, VI - financing , and VII - final stage.

The opening presentation, in addition to the above-mentioned grounds for adopting strategies, specifies the purpose (protection of life, health, property of citizens, environment and cultural heritage) and the fact that it ensures the implementation of recommendations of the European Union for the development of national protection and is one of the priorities of inclusion of the Republic of Serbia in the civil Protection Mechanism of the European Union.³ In addition, it states the following principles:⁴ right to protection, solidarity, transparency, preventive care, responsibility, gradualism in the use of power and resources, as well as an active policy of equal opportunities.

Furthermore, under conditions in the field of emergency situations, there is the regulation of activity, designation and management in emergency situations, international cooperation, necessity of investments, lack of a single 112 number and establishing budgetary funds as well as shortcomings of the existing system of protection and rescue. Within the vision and mission, vision is defined as a developed vision system to reduce the risks and consequences of emergency situations, while mission is defined as creation of conditions for building a society resilient to emergencies.

As part of the strategic areas, strategic objectives are defined.⁵ Strategic Area No. 1 refers to political understanding and support, with objectives related to policy of reducing the risk of emergencies, financing, regulatory

¹ National Strategy for Protection and lifesaving in emergency situations, Republic of Serbia, Official Gazette, No. 86 of 18th November 2011, p. 2

² National Strategy for Protection and lifesaving in emergency situations: *the same*

³ *the same*: p.1

⁴ *the same*: p. 3

⁵*the same*: p. 8

framework, national platform and functional cooperation of protect and rescue entities. Strategic area No. 2 refers to the basis for reducing the risk and increasing the culture, with goals related to standards and methodology of risk assessment of emergency situations, the system 112 and hydrological system for early warning and alert. Strategic area No. 3 relates to the role of education in reducing the risk of emergencies, with objectives related to information about the risks, contents and topics related emergencies, national training center, research organizations and cooperation. Strategic Area No. 4 refers to reduction of the risk factors, with objectives related to prognostic assessment methods, risk assessment, and urban and technical conditions. Finally, this area No. 5 is related to preparation, with objectives related to operational cooperation of all stakeholders and regional and international coordination.

In the section related to the implementation of the national strategy for protection and rescue in emergency situations is that it will be implemented through an action plan for its implementation¹ which will define the detailed implementation of strategic activities, implementers, performance indicators, timeframe for implementation and needed financial resources. Global politics in the field of disaster risk reduction, as well as national efforts for prevention and elimination of consequences of emergency situations are especially needed and productive at the regional level. Therefore, the National Strategy foresees the possibility of effective regional cooperation, given the increased need for common response to the challenges.

The national strategy refers to the principles on which the integrated system of protection and rescue rests: right to protection, solidarity, transparency, preventive care, responsibility, gradualism in the use of forces and resources, as well as an active policy of equal opportunities.² National Strategy clearly defines vision as developed, comprehensive, efficient and effective system to reduce the risk and consequences of natural disasters and other catastrophes by integrated emergency management in the Republic of Serbia, which contributes to increased security and sustainable development in the region. On the other hand, the mission involves creating conditions for building a disaster-resilient society by development of an integrated and effective system for protection and rescue in the Republic of Serbia until 2016.

MAIN CHARACTERISTICS AND STRUCTURAL FORM OF THE NATIONAL STRATEGY FOR PROTECTION AND RESCUE IN EMERGENCY SITUATIONS IN THE REPUBLIC OF MONTENEGRO

¹ The action plan for the implementation of the national strategy for protection and rescue in emergency situations has not been passed

² National Strategy for Protection and lifesaving in emergency situations: *the same*, p. 3

The basis for adoption of a national strategy for emergency situations of the Republic of Montenegro is contained in the Law on Protection and Rescue¹, the National Security Strategy² and other international acts. The strategy consists of the following parts: ³ I - introduction, II - strategy objectives, III - analysis of the components of risk from natural disasters and technological accidents: 1. natural disasters; 2. technical and technological accidents; 3. biological hazards; 4. role and capacity of existing institutions in relation to the defined hazards; IV - a summary of the primary risks by the regions and municipalities of Montenegro, V - a strategy to protect against disasters; VI - measures in the implementation of strategies and guidelines for the action plan; VIII - appendices.

In the introductory part of the paper, there is a word on the goals of its adoption, definition of an emergency situation and its causes and origin, description of the situation in the field of emergency and the World Conference on Natural Disaster Reduction.⁴ As the objectives of the strategy are stated the disaster risk reduction and the concept of emergency management, as well as some specific objectives related to reducing the number and consequences of disasters, improving the preparedness of communities, natural phenomenon monitoring, notification system, response time, management of hazardous substances, cooperation, etc. Thus, in this part, an emergency situation is defined as, “situation created by extraordinary circumstances, suddenly caused by natural or human-induced, creating imminent danger to life and health, property of citizens, or significantly compromised environment, cultural and historical heritage in a particular area, and the affected community is not able to remove it by their own forces and resources, but their rehabilitation-needs help by the whole country and sometimes the international community.”⁵ It points to the fact that emergencies arise as a result of uncontrolled effects of a number of natural phenomena. In the geographic area where the territory of Montenegro belongs, such events are most often associated with devastating earthquakes, large movements of rock masses (landslides, landslide of rocks), floods, persistent extreme meteorological phenomena, avalanches, fires, regional and other large-scale natural disasters.

The part which is related to the analysis of the components of risk from natural disasters and technological accidents starts showing various statistics about the country and emergencies that have occurred, followed by definition

¹ Law on Protection and Lifesaving, Parliament of Montenegro, 29th November 2007

² Strategy for National Security of Montenegro, 2008

³ National Strategy for emergency situations, Montenegro, 2006

⁴ *the same*: p. 3

⁵ National Strategy for emergency situations: *the same*: p. 6

and analysis of natural disasters, technical and technological accidents and biological hazards. Therefore, an objective analysis and quantification of all real natural hazards, potential technological disasters and major biological hazards whose occurrence can induce emergency in Montenegro is conducted. In addition, under the natural disasters, earthquakes and other geological hazards and extreme weather phenomena were analyzed. Regional-scale fires, damage to installations for oil and petroleum products, transport, explosions, radiological and other accidents, major traffic accidents, accidents at major power plants and hydro facilities are reviewed and analyzed in technological accidents. In the part which is related to biological hazards, we deal with issues of prevention and medical care in emergencies and epidemics.

Within the role and the capacity of the existing institutions in relation to the defined hazards, special attention was paid to the strategy of the Ministry of Interior, the Ministry of Environment and Physical Planning, medical institutions and personnel, the Center for Toxicological Research of Montenegro, the Hydrometeorological Institute, the Institute of Geological Research, Seismological Bureau and the Red Cross of Montenegro .

In the part related to the summary of the primary risks to the regions and municipalities, the risks are sorted into regions and municipalities. Within the region, risks in the southern, central and northern region are identified. When it comes to municipalities in the form of table, information on the nature and extent of the potential hazards and risks is provided.

The strategy for protection against disasters is considered through the normative regulation, the national system for protection against disasters and accidents, monitoring and evaluation of hazards, preventive measures, training, assistance and rescue, cooperation in the region and other liabilities. At the end, the appendix covers the rules of the international response to disasters in the Balkans and a glossary of technical terms used in the strategy.

In the strategy, as the main segments of the relevant activities in the framework of mitigating the adverse effects of disasters are emphasized: the organizational and legislative framework for managing, identifying, quantifying hazards and continuous monitoring for early warning of disasters, the increase of the level of knowledge about the phenomenology of genesis and manifestations of natural hazards, reduction of the appropriate risk factors, as well as preparation for an effective response to disasters and help. Particular emphasis is placed to the goals and strategies for emergency situations such as consideration of sources of current and future risks, the establishment of the concept of organized activities of government and other institutions in overcoming emergency situations caused by all forms of large-scale natural disasters and technological disasters to mitigate their consequences, preventing their occurrence by preventive measures, and by the development of preparedness of an appropriate government capacities and the whole

community, in all cases of their occurrence in the immediate and distant future.¹

ARRANGEMENT OF THE PROTECTION AND RESCUE SYSTEM IN CROATIA

In Croatia, there is no a specific strategy for disaster risk reduction. Croatian government has adopted a strategic framework for the period from 2006 to 2013, in August 2006.² The key legal document that governs the management of emergencies in Croatia is the Law on Protection and Rescue³ adopted in 2004, and amended in 2007 and 2009.⁴ A large number of EU standards in terms of disaster risk reduction have been implemented in the past two years through amendments made to the Law on Protection and Rescue and the Law on Environmental Protection.⁵

Thus, the organization and operation of the system of protection and rescue in Croatia are based on the Constitution of the Republic of Croatia⁶, Protection and Rescue Plan⁷, the Law on Protection and Rescue, by-laws, Assessment of the vulnerability of the Republic of Croatia to natural and technological disasters⁸ and major accidents, and the European legal achievements in the areas of environmental protection and protection and rescue implemented in the Croatian legislation.

The protection and rescue plan for the Republic of Croatia is the framework for planning activities of all participants in protection and rescue in disasters and major accidents. It is brought at strategic level and is used for development of plans for protection and rescue at operational and tactical levels as well as standard operating procedures. It elaborates principles of the operational rescue forces and other resources of comprehensive and integrated national system of protection and rescue, and in particular managing the response in case of natural and technological disasters and major accidents. It eliminates the critical points of importance to the operation of the system of protection and rescue. This is achieved by linking the control system parts and

¹ *the same*: p. 8

² State Office for development strategy and coordination of the Funds of EU: Strategic framework for development 2006 - 2013

³ Law on Protection and Lifesaving, National Newspaper 174/04 and 79/07

⁴ *the same*

⁵ Law on protection of the environment, Zagreb: 71-05-03/1-07-2, 2007

⁶ Constitution of the Republic of Croatia, National newspaper, No. 41/01 - 55/01 - correction.,76/10 and 85/10

⁷ Plan for protection and lifesaving on the territory of Croatia, Zagreb, 5030109-10-1

⁸ Assessment of the threats by natural and technical and technological catastrophes of the Republic of Croatia (Conclusion of the Government of the Republic of Croatia, from 07.05.2009)

the operational forces, but also by clear identification of the required state of preparedness of all parts of the operational and logistical capacities of importance for the effective protection and rescue of human lives, material assets and the environment in catastrophes and huge disasters, including the capacity for regeneration and reconstruction.

The plan defines relations and cooperation and coordinates the planning and implementation of protection and rescue from the local to the national level. It is regularly updated, according to the changes of the risks and consequences of disasters and major accidents, changes in legislation and other changes that may affect the operational effectiveness of the system of protection and rescue in Croatia.

The protection and rescue plan of Croatia consists of the following parts:¹ I - introduction, II - elements of vulnerability assessment of Croatia, III - procedures and measures for protection and rescue; IV - operational plan of action of intervention of the specialist civil protection units of the Republic of Croatia, V - organization of implementation of measures of civil protection VI - implementation plan for protection and rescue.

In the introductory part of the protection and rescue plan, there is a word on the way and the legal framework for its adoption, vulnerability assessment of Croatia to disasters and updating the plan. The part that refers to the elements of vulnerability assessment of Croatia analyzes the following issues: sources of threats, natural hazards and risks, technical and technological hazards, effects of disasters and major accidents, vulnerability to disasters and major accidents.

In the third chapter, the procedures and measures for protection and rescue with regards to warning, preparedness, mobilization and enlargement of the operational strength and protection and the rescue actions are described. Furthermore, it elaborates the measures in the form of measures of protection and rescue in events of flooding and breaching of reservoir-dams, in case of an earthquake, protection and rescue measures against hazards from other natural causes, against technological disasters and major accidents involving hazardous materials in stationary and mobile objects, protection and rescue measures against radiological and nuclear accidents, protection and rescue measures against epidemic and sanitary hazards, accidents in landfalls and sanitation epidemics, protection and rescue measures in the event of aircraft accidents, etc.

The fourth chapter is related to the operational plan of action of intervention of the specialist civil protection units of the Republic of Croatia and to issues such as the structure, composition and size, vision, mission and organizational principles, types of units, recruitment, management, training,

¹ Plan for protection and lifesaving on the territory of Croatia, Zagreb, 5030109-10-1, 2010

equipment, mobilization and action of units, time of operational readiness of the unit parts; cooperation with other operational forces; action of the units in Croatia; action of the units outside Croatian borders, supporting documents, maps, and information centers.

In the following part which is related to the organization of the implementation of civil defense measures - evacuation, disposal and removal of the affected population - were analyzed. The sixth chapter is related to the implementation of the protection and rescue plan and within it there is a discussion of matters related to the capability catalog, use of protection and rescue plans, coordination of activities of operational forces at the scene and the obligations of the makers of protection and rescue plans. And finally, it contains three articles related to: review of makers and participants in protection and rescue in the stages of prevention, response and recovery after disasters and major accidents, review of the list for creation of protection and rescue plan of Croatia; a list of abbreviations used in the protection and rescue plan of Croatia.

However, Croatia is the first country in South Eastern Europe to establish a national platform for disaster risk reduction in accordance with the recommendations of the Hyogo Framework for Action. The platform is a forum that works continuously throughout the year. Once a year, the conference that examines the progress and suggests directions for future work is held.

SIMILARITIES AND DIFFERENCES OF THE NATIONAL STRATEGIES FOR PROTECTION AND RESCUE OF SERBIA AND MONTENEGRO

On the international scene, currently there is an understanding that puts an effort to reduce disaster risks which must be systematically integrated into policies, plans and programs and they must be supported through bilateral, regional and international cooperation, including partnerships.¹

Sustainable development, poverty reduction, responsible government and disaster risk reduction are the goals that are mutually reinforcing, and accelerated efforts must be taken to create the necessary capacity to manage and reduce risks at state and local level in order to be able to face the challenges ahead. Such an approach has been recognized as an important element for achieving development goals adopted at the international stage, including the goals contained in the Millennium Declaration.² It should be noted that natural disasters are undermining global development like never before. Based on these facts, the reason for reduction of disasters is clear.

¹ Hyogo Framework for Action 2005-2015: *the same*

² Millennium Declaration of the United Nations: *the same*

Disaster risk is related to every person, every society, every nation, in fact natural disasters affect development; their appearance in one region can have an impact on the risks in another and vice versa. If we do not take into account the urgency of the need to reduce risk and vulnerability to natural disasters, the world simply can not hope to move forward in the field of poverty reduction and promoting sustainable development.¹

Considering all the above international resolutions and strategies, states must adopt and implement in their national strategies certain content from commitments. Therefore the first step in the comparison of strategies of Serbia and Montenegro (Croatia and Bosnia and Herzegovina did not bring the strategy of protection and rescue in emergency situations), is the analysis of the following priorities: 1. to ensure that disaster risk reduction is a national and local priority with a strong institutional basis for implementation; 2. to identify, assess and monitor disaster risks and enhance early warning system ; 3 to use knowledge, innovation and education to build awareness of safety and resilience at all levels of risk; 4. to reduce the underlying risk factors; 5 to strengthen disaster preparedness, and ensure an effective response at all levels.

Table 8: Identification of implemented priorities in the strategic documents of Serbia and Montenegro.

The recommendations of the Hyogo Framework for 2005 - 2015.	Montenegro	Serbia
• to ensure that disaster risk reduction is national and local priority with a strong institutional basis for implementation	+	+
• to identify, assess and monitor disaster risks and enhance early warning system	+	+
• to use knowledge, innovation and education to build awareness of safety and resilience at all levels of risk	+	+
• to reduce the underlying risk factors	+	+
• to strengthen disaster preparedness, to ensure an effective response at all levels	+	+

By analyzing segments of strategies related to the above shown priorities, in both strategies it can be clearly seen that they have established their strategic decisions taking into account all the recommendations of the Hyogo Framework for Action for 2005 - 2015. Thus, in that part they are almost identical. However, the difference is in the way of implementing these priorities in the strategic documents. For example, the National Strategy for protection and rescue in emergency situations in Serbia, strategic areas in

¹ Hyogo Framework for Action 2005-2015: *the same*, p. 4

which strategic goals are defined and clearly divided into 5 units with identical titles from the recommendations of the Hyogo Framework. Unlike the Serbian strategy, in the strategy for emergency situations of Montenegro, in part related to the objectives, implemented priorities can be realized only by analyzing the content. Based on the review presented in strategies and statistical data from the Center for Research in disaster epidemiology, it can be clearly concluded that the emergencies faced by Serbia and Montenegro are identical, as can be seen in the table below. Therefore, all these factors could be taken as an argument in making one “Balkan” strategy for disaster risk reduction.

Table 9: Comparative analysis of emergency situations by the countries in South-Eastern Europe in the period 1989 - 2006. (Source: EM-DAT: The OFDA / CRED International Disaster Database).

Country	EMERGENCY SITUATIONS								
	Earthquake	Flood	Landslide	Drought	Extremes of temperature	Storms	Wild fires	Epidemics	Technological
Serbia	X	X			X	X	X	X	X
Bosnia and Herzegovina		X	X	X		X	X	X	X
Croatia	X	X		X	X	X	X		X
Montenegro	X	X			X	X	X	X	X
Albania	X	X	X	X	X	X		X	X
Slovenia	X	X			X				X
Turkey	X	X	X		X	X	X	X	X
Romania	X	X	X	X	X	X		X	X
Macedonia		X		X	X	X	X	X	X
Bulgaria	X	X		X	X	X	X		X
Moldova		X		X	X	X		X	X

During the analysis of the structural form of the above strategies, at the very first glance a huge difference can be noticed. Consequently, it may be asked whether they are fully complied with all conditions and standards set by the international conventions.

Table 10: Comparative analysis of structural form of national strategies for protection and rescue of Serbia and Montenegro (Source: EM-DAT: The OFDA / CRED International Disaster Database).

Comparative analysis of the structural form	
NSPR - SRBIA	NSPR – MONTENEGRO
Introduction	Introduction
Condition in the area of emergency situations	Analysis of the components of the risk of natural disasters and technological accidents

Vision and mision	Objectives of strategy
Strategic areas	Protection Strategy against disasters
Implementation of the national strategy	Measures on implementation of strategy and guidelines for the action plan
Financing	Appendices
Final part	

Analyzing strategy objectives, the following conclusions can be achieved: both strategies, implementing their goals, have fulfilled the commitments under the international conventions; in the national strategy for protection and rescue in emergency situations in Serbia it was offered a much better solution in terms of systematization of objectives in line with the Hyogo Protocol so that they are sorted into five priorities, as opposed to the strategy of Montenegro where all the goals are mentioned descriptively and interlinked in the context under the title, “Strategic Objectives” (Table 11).

CONCLUSION

Given the importance of the measures taken to reduce risk of disaster, the international community has made tremendous efforts to raise awareness about the importance of the implementation of the provisions of international conventions into national strategic documents. In addition, at an international level, there are a number of international conventions that regulate the field of disaster risk reduction and that should be implemented in national politics. However, regardless of all international conventions and support from the international community, a large number of states does not have a national strategy for protection and rescue in emergency situations. Serbia and Montenegro have a national strategy for protection and rescue in emergency situations, while Croatia has a national platform for disaster risk reduction, and Bosnia and Herzegovina do not have. Therefore, these countries are forced to work together to harmonize the standards in the management of emergency situations, to facilitate more effective protection and rescue of people, material and cultural resources and the environment in case of emergencies. The following recommendations point at this: the Yokohama Strategy for a Safer World, the Conference in Kobe, the Conference of the Global Platform for Disaster Risk Reduction, as well as the conclusions of the Conference in Geneva.

More specifically, the paper of comparative analysis of the national strategies for protection and rescue in emergency situations in Serbia and Montenegro with regards to Croatia, crystallized the following conclusions: the differences between NSRP of Serbia and Montenegro are: the structure of

their strategies are largely different, in terms of ways of implementing the provisions of the Hyogo protocol, as well as other segments related to the ways of regulating the disaster risk reduction; the strategy of Montenegro in the introduction defines certain terms such as “emergency situation” and “accident”, while in the Serbian strategy there are no categories; objectives to be achieved largely differ, given the current level reached in the system of protection and rescue in emergency situations; the strategy of Montenegro nowhere explicitly mentioned vision and mission, while in the strategy of Serbia those are mentioned; the strategy of Serbia identified shortcomings of the existing system of protection and rescue, while in the strategy of Montenegro these are not mentioned in that form, but it can be inferred through the analysis of different strategies; strategies differ in the way of analysis of the situation and the identified causes of emergency situations; similarities between NSRP of Serbia and Montenegro are: identified common threats of emergencies, discussed countries are most threaten by natural disasters and accordingly, strategic decisions must take into account this fact, technological disasters rarely affect discussed countries but cause more serious consequences regarding the individual event; the taken provisions from international conventions are maximally integrated into national strategies for protection and rescue in emergency situations, the general objectives of the strategies are identical, certain structural forms are identical, the terminology used is the same, both strategies refer to the same international documents in the field of disaster risk reduction;

Bearing in mind that the countries of the region face similar emergency situations and that there are international conventions that regulate the field of disaster risk reduction, it is necessary to take into account the consideration of adoption of the “Balkan strategy for disaster risk reduction”, with special emphasis on international cooperation in providing all kinds of assistance.

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