



Regional Organization Study: Disaster Preparedness and Prevention Initiative for South-Eastern Europe (DPPI SEE)

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Executive Summary¹

The Disaster Preparedness and Prevention Initiative for South Eastern Europe (DPPI SEE) is the only regionally owned initiative in South Eastern Europe (SEE) which includes 11 partner states (Albania, Bosnia and Herzegovina, Bulgaria, Croatia, Macedonia, Montenegro, Moldova, Romania, Slovenia, Serbia and Turkey) and two states with observers status (Hungary and Greece). The DPPI SEE was launched in November 2000 by the Stability Pact for South Eastern Europe in order to facilitate the cooperation and coordination of the SEE countries in preventing, preparing and strengthening capabilities to respond to natural and man-made, i.e. technological disasters. After transforming the Stability Pact for South Eastern Europe 2008, the DPPI SEE came under the umbrella of the Regional Cooperation Council. In the same year a Memorandum of Understanding, as the only legal basis regulating its objectives, structure and decision-making process, was signed by partner countries. DPPI SEE activities are on capacity building of partner countries aimed to enhance disaster preparedness and prevention through disaster management education and training courses, including organization of workshops, seminars, conferences, etc. Significant achievements have been made throughout the implementation of several regionally owned projects. The DPPI is currently undergoing a process of institutional amendments and adjustments in order to improve its efficiency and better meet the needs of party states.

¹This 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

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List of Abbreviations

CIO	Chair-in-Office
CMEPC	Civil Military Emergency Planning Council for SEE
DPPI	Disaster Preparedness and Prevention Initiative
DRR	Disaster risk reduction
RM	Regional Meeting
EU CPM	EU Civil Protection Mechanism
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organization for Migration
IPA	Instrument for Pre-Accession Assistance
MIC	Monitoring and Information Centre
MoU	Memorandum of Understanding
RACVIAC	Regional Arms Control Verification and Implementation Assistance
RCC	Regional Cooperation Council
SEE	South Eastern Europe
SEESIM	Southeast Europe Simulation
SP	Stability Pact
UNDP	United Nations Development Program
UNISDR	United Nations Office for Disaster Risk Reduction
WG	Working Group

1. Introduction

South Eastern Europe (SEE) is prone to disasters that transcend national borders and overwhelm the coping capacities of a single country.² The level of preparedness and prevention capacity varies considerably from country to country. In November 2000 the Stability Pact for South Eastern Europe launched the Disaster Preparedness and Prevention Initiative for South Eastern Europe (DPPI SEE) in an effort to contribute to the development of a cohesive regional strategy for disaster preparedness and prevention.

The DPPI SEE was functioning under the auspices of Stability Pact SEE until 2008, when the Stability Pact was transformed into the Regional Cooperation Council (RCC), and between DPPI member countries a Memorandum of Understanding (MoU) was signed. After the completion of the transition process from the Stability Pact SEE to the regionally-owned RCC, established on 27 February 2008, a new stage began for cooperation between countries in the SEE region. In the capacity of the operational arm of the *South-East European Cooperation Process (SEECP)*, the Regional Cooperation Council with its secretariat in Sarajevo took over the coordination of relevant initiatives and task forces inherited from the Stability Pact SEE. The RCC became an umbrella in order to facilitate the cooperation and coordination of the SEE countries in preparedness and prevention of natural and man-made disasters, especially when they have cross-border effects, without creating new structures or layers of bureaucracy. (<http://www.preventionweb.net/english/professional/contacts/profile.php?id=3539>).

The DPPI SEE was conceived as a regionally owned initiative that seeks to provide a framework for SEE nations to develop programs and projects leading to strengthened capabilities to prevent and respond to natural and man-made, i.e. technological disasters.³ The initiative also brings together donor countries and international governmental and non-governmental organizations to coordinate ongoing and future activities and identify unmet needs in order to improve the efficiency of national disaster management systems within the regional cooperation framework.

² Main risks refer to earthquakes, floods, fires and hazardous materials. Also between some of SEE countries there are territorial disputes, and the legacy of recent wars that followed the dissolution of SFR Yugoslavia. See more in Special Coordinator of the Stability Pact for SE Europe (2001)

³Prevention and response to terrorist acts are not part of the mandate of the DPPI. Part of the training (courses, seminars and exercises) of civil protection experts that refers to response to the consequences of disasters can be applied to incidents caused by terrorist acts. (Interview Sarajevo May 2013).

By its nature the DPPI SEE is a network serving to facilitate exchange of information, experiences, best practice, improve cooperation and coordination. Its main focus is on prevention and preparedness, not on response and recovery.⁴ It has been developing an institutional framework and intensifying its actions on flood response, seismic hazards and on the creation of a joint emergency response unit and a disaster management training program.

The DPPI SEE has 11 member states: Republic of Albania (2007), Bosnia and Herzegovina (2008), Republic of Bulgaria (2007), Republic of Croatia (2007), Republic of Macedonia (2007), Republic of Moldova (2007), Romania (2007), Republic of Serbia (2009), Republic of Montenegro (2007), Republic of Slovenia (2007) and Republic of Turkey (2008), while Hungary and Greece (Hellenic Republic) have observer status.

2. Analytical dimensions

2.1 Cultural and historical aspects of DPPI SEE

2.1.1 The establishment of DPPI SEE

The DPPI was initiated at a brainstorming meeting called by the Office of the Special Coordinator of the Stability Pact for SEE in Brussels on the March 16, 2000. The meeting was attended by Bulgaria, Croatia, Italy, and the International Federation of the Red Cross, UN OCHA and the Gorizia Research Area. An ad hoc steering group was formed under the joint chairmanship of Croatia and Italy.

In November 2000 the Stability Pact SEE launched the DPPI in an effort to contribute to the development of a cohesive regional strategy for disaster preparedness and prevention (The Stability Pact SEE, 2006). When the Stability Pact launched the DPPI SEE, 11 states were included in the Initiative: Republic of Albania, Bosnia and Herzegovina, Republic of Bulgaria, Republic of

⁴The name of the initiative is linked to prevention as a result of political decisions of the DPPI's original owner (Stability Pact - Table III, safety). At the time the professional bodies (crisis management authorities) of the member states had no choice but to accept the proposed framework that was actually designed for "functional spending of huge funds that were available then." (Interview Sarajevo March 2013).

Croatia, Republic of Macedonia, Republic of Moldova, Romania, Republic of Slovenia, Republic of Turkey, Hungary and Greece (Hellenic Republic).⁵

Historical and social circumstances in which the Stability Pact for SEE and idea of establishing the DPPI emerged were characterized by instability, ethnic tensions and occasional armed conflicts between the SEE countries⁶ of which the most tragic were the wars in the former Yugoslavia.⁷ South Eastern Europe is a complex area, strategically located.⁸ The crisis management environment is heavily conditioned by historical, political and military events including numerous armed conflicts. Specifically, it is further complicated by the collapse of the Soviet system and resultant abandonment of its political and physical infrastructure, the major changes in land use, population migrations and changes in political jurisdictions that created ethnic minorities within and among neighboring nations. These factors either added new risks or created constraints that impeded effective emergency management which was adapted to totally different conditions and circumstances. The following is included in a short list of these considerations⁹:

⁵At that time the Federal Republic of Yugoslavia was under EU sanctions due to the Kosovo crisis.

⁶See more in Kirchner, 2013.

⁷The idea of the Stability Pact came to life in the middle of the bombing of Serbia by NATO forces. In May 1999, a post-conflict initiative of the Stability Pact for South Eastern Europe, which should overcome the situation of permanent instability and occasional local conflict in the Balkans of the foreign minister of Germany, Joschka Fischer, was supported by the Council of the European Union. It is particularly important that the Council of the EU in the framework of the initiative stressed "the perspective of full integration of these countries into the EU structures ... with the goal of EU membership. (Lopandić and Kronja, 2010:77).

⁸ Located between East and West, divided culturally and linguistically, the states of SEE have been shaped by their membership in the Austro-Hungarian, Byzantine and Ottoman empires and remained the least developed part of Europe. Ethnically heterogeneous and positioned in a territory of conflicting interests of the great powers, the states of the region have often clashed with each other and fought wars. Southeast Europe or Southeastern Europe is a relatively recent political designation mostly for the states of the Balkans. Writers such as Maria Todorova and Vesna Goldsworthy have suggested the use of the term Southeastern Europe to replace the word Balkans for the region, to minimize potential misunderstandings about the term Balkans having negative connotations. (Bideleux and Jeffries 2007: 37)

⁹ The *Gorizia Document* is the Regional Report of the DPPI Operational Team with expert personnel from Bulgaria, Croatia, Italy, Sweden, the United States, the International Federation of Red Cross and Red Crescent Societies (IFRC), NATO) and the United Nations Development Programme (UNDP) that analyzed the situation in the SEE region. Using UNDP methodology, the team assessed disaster preparedness and prevention needs and capabilities, reviewed natural and technological disaster risks and existing disaster management and preparedness plans, and identified ongoing emergency response projects, coordination structures and procedures. Once the assessment stage was concluded, the operational team produced the regional report, which contains the findings, conclusions and recommendations of the operational team. The regional report focuses on common concerns, risks and issues that are shared by most countries in SEE.

- The need to deal with extensive amounts of unexploded and highly unstable military ordnance including a significant number of highly sophisticated mines and antipersonnel devices.
- Damaged economies, social and transportation infrastructure during the wars and conflicts in the region, and lack of resources for restoration.
- The need to either deal with current refugees or internally displaced persons and to anticipate and plan for the possibility of further uncontrolled mass migration resulting from hostilities and political upheaval.
- The need to deal with transportation, flood control, land use, and economic infrastructure and methods that were inherited from the previous political and economic systems that have been either abandoned or inadequately maintained.
- The legacy of economic exploitation and depletion or destruction of natural resources that have irrevocably damaged the environment contributing significantly to soil erosion, landslides, flooding, forest fires, contamination of water supplies and reduction of arable land.
- The introduction of advanced technologies (such as nuclear power) that create artificial dependencies and unsustainable maintenance requirements.
- The existence of ethnic, religious and social minorities within nations that complicate the process of providing equitable access to and benefits from effective emergency management (Special Coordinator of the Stability Pact for SEE Europe, 2001).

As a first operational step, the steering group appointed an operational team which led an assessment of the needs and capacities related to the disaster preparedness of 12 countries in the region. The Regional Report (“Gorizia document”) prepared by the operational team was discussed at the Geneva Workshop on 16-17 June 2001. At the DPPI Workshop in Banja Luka, BiH, from 10-12 October 2001, regional countries brought several project proposals in line with the above mentioned subject areas. Follow-up and prioritization of the projects was done at the DPPI working meeting in Budapest, Hungary, from 11-13 March 2002.

At the SP for SEE Regional Table in Bucharest, Romania, on 5 June 2002, the *Declaration on Cooperation in Disaster Preparedness and Prevention in South Eastern Europe* was signed by 11

countries and International Federation for Red Cross and Red Crescent Societies and The Former Yugoslav Republic of Macedonia associated itself with the declaration.

At the Regional DPPI Meeting in Sofia, Bulgaria, 16-18 September 2002, a new DPPI structure was adopted and the DPPI *Action Plan with Terms of Reference for Advisory Board* to DPPI endorsed by participants.

The most important events in the evolution of DPPI are:

- March 2000, initiated under the Stability Pact for SEE
- The DPPI Declaration on Cooperation signed on 5th June, 2002 by Stability Pact national coordinators and representative(s) of international organizations, representing the Republic of Albania, Bosnia and Herzegovina, the Republic of Bulgaria, the Republic of Croatia, the Federal Republic of Yugoslavia, the Hellenic Republic, the Republic of Hungary, the Republic of Moldova, Romania, the Republic of Slovenia, the Republic of Turkey, International Federation for Red Cross and Red Crescent Society. Intention of this voluntary, non-binding declaration was to establish a Partnership for Disaster Preparedness, Prevention, Response, and Mitigation (referred to as the Partnership) under the auspices of the Stability Pact for South Eastern Europe's Disaster Preparedness and Prevention Initiative (DPPI). The principal objective of this declaration is to develop the tools necessary for the disaster management and civil emergency organizations to support disaster prevention and preparedness activities in the region
- 24. September 2002, DPPI Action Plan 2002 - 2006
- June 2005, Transferred to the SEE region and on September 1st 2005 secretariat moved from Brussels to Sarajevo
- September 2007 MoU signed
- January 2008, full regional ownership (Topcu)

The overall goal of the DPPI SEE is to foster regional co-operation and co-ordination in disaster preparedness and prevention for natural and man-made disasters in SEE. The DPPI attempts to

- Strengthen good neighborly relations and stability through the exchange of information, lessons learned and best practices in the field of disaster management.
- Enhance cooperation between DPPI partners in view of EU enlargement and the process of

Euro-Atlantic integration for SEE countries.

- Support and encourage countries in the region to develop, adopt and/or enforce state-of-the-art disaster emergency legislation, regulations and codes designed to prevent and mitigate disasters in line with guidelines and common practices accepted in the international community.

During this time there was no significant evolution of the original mandate (preparedness and prevention), although there were some proposals and initiatives aiming to enhance the mandate and include joint crisis response (Interview, Sarajevo December 2012).

2.1.2. The evolution of the DPPI

Initially, at the moment it was launched, the DPPI consisted of 11 members: Republic of Albania, Bosnia and Herzegovina, Republic of Bulgaria, Republic of Croatia, Republic of Macedonia, Republic of Moldova, Romania, Republic of Slovenia, Republic of Turkey, Hungary and Greece (Hellenic Republic). In 2000 the Federal Republic of Yugoslavia was under EU sanctions due to the Kosovo crisis so it could not join the DPPI SEE. EU sanctions were lifted in October 2000 after the fall of Milosevic's regime and establishment of a democratic government, so FR Yugoslavia became a DPPI member.¹⁰ In 2006 Montenegro decided to leave the loose federation and proclaimed itself an independent state, so the number of DPPI SEE member states grew to 13. Finally, when the DPPI SEE came under full regional ownership and financing, Hungary and Greece became observers. So, today the DPPI SEE has 11 participating member states and two observer states.

So far no other country has declared interest in joining the initiative. According to some stakeholders, even the interest of current members of the DPPI for work and engaging in this initiative is declining. An insufficient response of member states to events that are organized in the framework of the initiative provides support for this statement. (Interview Sarajevo May 2013)

2.1.3. The DPPI SEE member states characteristics

¹⁰In 2003, FRY was reconstituted as a [state union](#) officially known as the State Union of Serbia and Montenegro

Three DPPI member states are also EU Member States: Bulgaria (accessed 2007), Romania (accessed 2007), Slovenia (2004) and Croatia (2013); four are candidate countries (Macedonia, Serbia, Montenegro, and Turkey); two are potential candidates (Albania and Bosnia and Herzegovina), while Moldova is negotiating with the EU on the Association Agreement. Besides that two EU members Hungary (2004) and Greece (1981) have observer status. Except Turkey, all member states are countries in transition, although some of them (like Slovenia) are rather consolidated democracies with prosperous economies and efficient administrations, while others have significant difficulties in the transitional process and are faced with challenges of corruption, inefficient institutions, ethnic tensions or conflict with neighboring countries on some issues. (CIA, 2012)

There are significant differences in population or territorial size among DPPI member countries. For example Turkey has a population of 79,749,461 and a territory of 783,562 square kilometers, while Montenegro has a population of 657,394 and a territory of 13,812 square kilometers. In terms of area and population, other member countries are between the two extremes (CIA, 2012). All countries are unitary states except Bosnia and Herzegovina which has a unique political structure as a consequence of the recent war.¹¹

2.1.4. The cultural milieu of the DPPI SEE

The cultural background of DPPI SEE member countries is rather diverse.¹² Some of the member states are ethnically homogeneous, such as Albania, Romania and Croatia, while others, especially Bosnia and Herzegovina, Montenegro and Macedonia are ethnically diverse. In most countries the dominant faith is the Christian religion in its Orthodox variant, except Croatia and Slovenia with dominant Roman Catholic Christians. Turkey and Albania are predominantly Muslim countries, while Bosnia and Herzegovina and Macedonia are ethnically and religiously divided with Christian majorities and 40 percent Muslims in Bosnia and Herzegovina and 30 percent in Macedonia. Due to a number of circumstances influence of religion is different in each country as well as dominant

¹¹ 2 first-order administrative divisions and 1 internationally supervised district* - Brcko District (Brcko Distrikt)*, the Bosniak/Croat Federation of Bosnia and Herzegovina (Federacija Bosne i Hercegovine) and the Bosnian Serb-led Republika Srpska; note – The Brcko District is in northeastern Bosnia and is a self-governing administrative unit under the sovereignty of Bosnia and Herzegovina and formally held in condominium between the two entities.

¹² Between ex-Yugoslav countries there are also significant similarities and experience of seventy years of living in a joint state.

values and attitudes, so it is almost impossible to find dominant attitudes among member countries.

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

Nation and wave	TradRat values	SurvSelf values
Albania 4	0.07	-1.14
Bosnia 4	0.34	-0.65
Bulgaria 5	1.13	-1.01
Croatia 4	0.08	0.31
Macedonia 4	0.12	-0.72
Moldova 5	0.47	-1.28
Montenegro 4	0.86	-1.24
Romania 5	-0.39	-1.55
Serbia 5	0.35	-0.62
Slovenia 5	0.73	0.36
Turkey 5	-0.89	-0.33

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

In addition to these differences, it should be noted that there is a long history of ethnic conflicts and territorial disputes between these countries as well as some unresolved issues that are primarily the result of the recent conflicts in the former Yugoslavia.¹³

However there are no studies, documents or other sources upon which conclusion can be made about the possible impact of cultural features of the region on the DPPI SEE character and activities.¹⁴

2.2 Legal/institutional aspects of DPPI SEE

2.2.1. The current legal basis of the DPPI SEE

¹³Just to mention the disputes between Serbia and Kosovo are still being resolved in negotiating process under the EU auspices in Brussels; there are tensions in Bosnia and Herzegovina between two entities (Republic of Srpska and Muslim Croatian Federation);Greek challenged the name of neighboring Macedonia; Slovenia and Croatia dispute over maritime boundary in the Bay of Piran; Serbia and Croatia mutually filed a claim for war reparations, while between Turkey and Greece for decades there is a conflict over Cyprus.

¹⁴In today's global "melting pot" it seems that different status in process of the EU integration have more impact on functioning of DPPI SEE then cultural differences among Member States. See Section 3.3.

The only current legal basis of the DPPI SEE is the *MoU on the Institutional Framework of DPPI SEE*.¹⁵ This document established the legal/institutional framework for the DPPI SEE. Initially it has been signed by eight countries (Albania, Bulgaria, Croatia, Macedonia, Moldova, Romania, Montenegro and Slovenia) on 24th September 2007 in Zagreb, Croatia and supported by donor and member countries, international organizations and agencies. On 8th April 2008 Bosnia and Herzegovina and Turkey signed the MoU and Serbia signed it on 7th April 2009 in Sarajevo.

The MoU defined DPPI SEE goals and objectives. According to article 1, the principal objectives of the organization are to contribute to the institutional capacity-building of disaster management organizations to enhance disaster prevention and preparedness in the countries of the region by:

- Serving as a regional network and facilitator in disaster preparedness and prevention of natural and man-made disasters in the SEE region;
- Supporting countries in the region to develop and/or enforce state-of-the art disaster management and other related legislation, regulations and codes designed to prevent and mitigate disasters in line with guidelines and common practices accepted in the EU and the international community;
- Strengthening and enhancing bilateral and multilateral cooperation, facilitating bilateral and multilateral agreements between states and exchange of information in the field of disaster preparedness, prevention and response at all levels among disaster management authorities and relevant ministries in the SEE region, in accordance with the national regulations regarding the exchange of information;
- Assessing existing disaster preparedness programs and developing a strategy to enhance these programs and integrate these efforts into future project impact programs;
- Augmenting existing and future disaster preparedness and prevention through public safety education efforts with project impact prevention and mitigation messages;
- Identifying and sharing lessons learned and best practices.

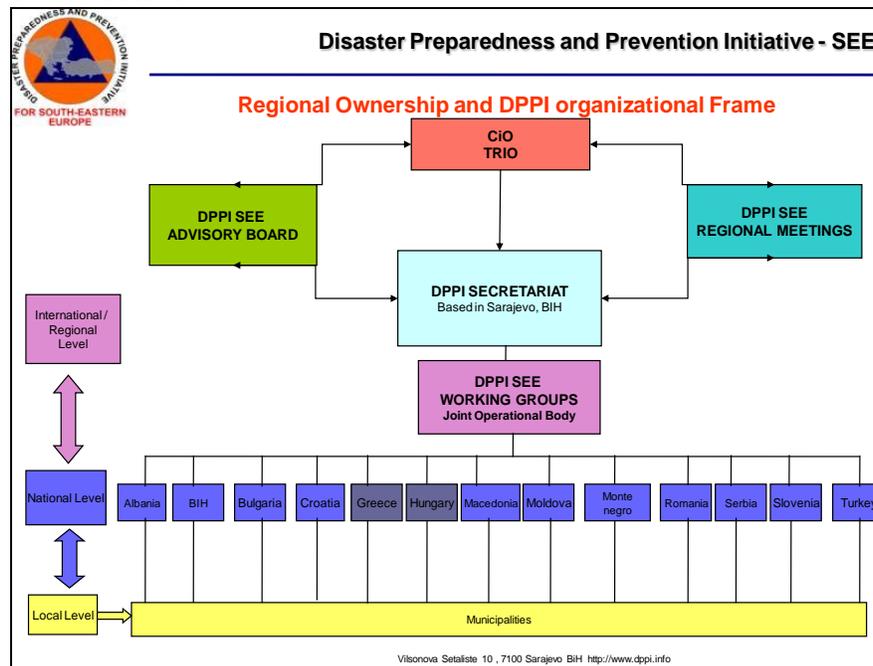
¹⁵ Generally, activities of regional initiatives are taking place on the basis of several kinds of instruments and cooperation techniques which are forms of "soft law" of international organizations. The basic orientation for cooperation is given at the political level by "conclusions" or "declarations". It is a broad framework that provides the basis "platform" for cooperation. It is then operationalized through various action plans, programs, and more or less specific projects. The content of the activities of multilateral forums is largely reflected in the organization of various types of meetings, conferences, professional seminars, workshops and similar forms of exchange of experiences and activities that create a "network" of personal contacts and information exchange in the region. (Lopandić and Kronja, 2010).

There are ongoing debates and discussion whether the current MoU should be just amended or the new one should be adopted. The focus of debates is on specifying unclear or unregulated issues, changes in decision making procedures (adoption of some decisions by majority vote rather than by consensus), including provisions on the admission of new members by consensus, temporal validity and this MoU and its automatic extension for longer periods of time,¹⁶ mandate of ruling bodies etc. (Interview Sarajevo, December 2012)

2.2.2 The current DPPI SEE institutional framework

The DPPI SEE governance and coordination structure is defined in article 2, and administrating is regulated in article 3 of the MoU. The structure and ruling bodies are presented in Figure 1.

Figure 1: DPPI SEE Structure



Source: Topcu, O.

Governance and Coordination Structure

The *DPPI SEE Regional Meeting (DPPI SEE RM)* is a governing and decision-making forum/body, composed of heads/directors/general managers of the disaster management authorities of the

¹⁶ According to the current provision, the MoU shall remain in force for two years and will be extended automatically for another two years, unless agreed otherwise among the DPPI SEE Parties.

DPPI SEE parties supported by other relevant authorities/ministries responsible for disaster preparedness, prevention and management issues.

The DPPI SEE RM is attended by the DPPI SEE parties. DPPI SEE advisory board members and DPPI SEE partners may also participate in the RM as observers/invitees but without voting rights. The chairmanship of the RM rotates on an annual basis between the DPPI SEE parties.

The DPPI SEE RM endorses the annual work program/plan and budget, and approves specific projects and may establish working groups. The RM provides a policy framework for the Initiative and serves as a platform for internal consultations and recommendations to be forwarded to the appropriate national authorities to facilitate the decision-making process within the national governments. It fosters networking and cooperation with international partners and actors, exchange of information, experiences, and lessons learned and best practices in the field of disaster preparedness, prevention and response and resolves issues of common interest.

The DPPI SEE RM meets twice per year hosted by one regional country. Extraordinary sessions may be scheduled at the initiative of the DPPI SEE chair-in-office and with the consensus of all DPPI SEE parties. The RM, as the only decision making body within the DPPI, reaches its decisions by consensus.¹⁷ Each member state has its own system of conveying information and DPPI decisions to the competent national authorities.¹⁸ Formally, all decisions are binding for all members, and so far they have mostly related to the adoption of the very short and imprecise financial reports and the different projects within the DPPI. The DPPI SEE chair-in-office used to report to the Stability Pact (SP) Regional Table and after the concluding of the SP and the establishment of the Regional Co-operation Council (RCC), reports to the meetings of the council.

DPPI SEE *chair-in-office (CIO)* is responsible for the implementation of the initiative in all its aspects, for overall coordination of the DPPI SEE and for promotion of the Initiative at both regional and international levels. More specifically, the CIO has the following functions:

¹⁷ Representative of each member state has one vote. In the past few years, most of the meetings were not attended by representatives of all member states. (Key respondent Sarajevo, May 2013)

¹⁸ However, some stakeholders think that most of the information is retained within the national emergency management agencies (Key respondent Sarajevo, May 2013)

- Establish and maintain relations with DPPI SEE country officials, representatives of international organizations, networks, initiatives and non-governmental organizations involved in disaster management, as well as with the donor's community;
- Provide strategic leadership and formulate policy recommendations;
- Report to the SP Regional Table, the Regional Cooperation Council (RCC) and keep the DPPI SEE parties and partners informed of work accomplished and planned, and of various achievements;
- Cooperate closely with the organization or entity that is administering the DPPI SEE (International Organization for Migration (IOM), later on RCC). The CIO oversees the DPPI SEE budget, DPPI SEE secretariat performance and appropriate staffing of the DPPI SEE secretariat;
- Monitor the implementation of selected activities in SEE countries;
- Review prepared projects and facilitate fund raising for project implementation;
- Organize and chair meetings of the DPPI SEE;
- Participate or delegate participation in DPPI SEE related seminars, meetings and workshops and coordinate activities to the extent possible with others to avoid duplication.

The *DPPI SEE Advisory Board* is composed of national and international experts with both functional and geographic expertise, and international partners- donor countries, invited by the DPPI SEE CIO. Additional parties are encouraged to contribute as participants. The DPPI SEE advisory board advises on proposed and planned projects and activities, contributes to sustained policy relevance and provides general guidance in the operation of the initiative. The advisory board evaluates the completed work of the initiative and outlines future directions and priorities.¹⁹ The board also uses this forum as an opportunity to share information on best practices and lessons learned. There are no formal voting rights and decisions are to be reached by consensus. The advisory board functions are precisely defined in the Annex II of the MoU:

- Assure progress in the fulfillment of the DPPI SEE through peer review and information sharing in the field of disaster preparedness, prevention and response
- Provide oversight and regional input in the work of the DPPI SEE
- Coordinate planned and ongoing projects and other measures

¹⁹Today, the advisory board has no important role and board meetings are attended by representatives of different organizations, often without concrete proposals and projects. (Interview key Informant May Sarajevo 2013)

The DPPI SEE RM may establish DPPI SEE Working Groups (WG) as technical bodies to develop and support specific DPPI SEE projects. DPPI SEE WGs are chaired on an informal basis by a country in the SEE region with the participation of national and international experts. WGs report to the DPPI SEE RM and are supported by the DPPI SEE secretariat.

Interested countries and international organizations/institutions can become *DPPI SEE Partners* and/or Donors and participate in DPPI SEE activities by notifying the DPPI SEE CIO or by announcing such interest at the DPPI SEE RM. Participation is at the DPPI SEE partner's own cost and with its own financial and human resources.

Administrating DPPI SEE

The administrative/supportive structure for the DPPI SEE and DPPI SEE CIO is the *DPPI SEE Secretariat*. The secretariat consists of the:

- Head of the DPPI SEE Secretariat and
- Administrative/finance assistant.²⁰

The head of the DPPI SEE Secretariat, under the supervision of the DPPI SEE CIO, performs the following tasks and duties:

- Assist the DPPI SEE CIO in conducting policy, planning and operations of the initiative;
- Support and monitor project proposal facilitation and fund raising, prepare information updates and overviews in line with EC/international standards;
- Organize and coordinate the work of DPPI SEE project WGs;
- Coordinate implementation of DPPI SEE projects;
- Attend meetings on behalf of the DPPI SEE CIO;
- Ensure day-to-day (on a daily basis) contacts, correspondence and exchange of information in the field of disaster preparedness, prevention and response with DPPI SEE partners involved in project facilitation and implementation.
- Travel in the region in support of DPPI SEE activities as required;
- Maintain and update the DPPI SEE website

²⁰This means that currently only two persons form the secretariat.

Administrative/finance assistant, under the supervision of the head of the secretariat and working within the DPPI SEE framework, performs the following tasks and duties:

- Monitor and control DPPI SEE budget spending through maintaining a financial and administrative database;
- Coordinate with heads of the finance/administrative sector of the IOM/RCC office in Sarajevo;
- Coordinate with heads of the finance/administrative sector of civil protection/disaster management authorities of the regional countries regarding finance and administration procedures;
- Prepare the DPPI SEE finance report, which is a part of the DPPI SEE interim report and final report;
- Assist the head of the secretariat in planning and preparing the DPPI SEE budget;
- Perform all other administrative duties as required.

The DPPI head of the secretariat and the DPPI SEE finance/administrative assistant are contracted by the IOM, later on RCC, unless other arrangements are made. The RCC covers all related costs, travel and equipment from the DPPI SEE budget – earmarked by the head of the secretariat.

The composition and the location²¹ of the secretariat may be changed upon a consensual decision taken by the DPPI SEE RM.

The host country of the DPPI SEE secretariat provides the facilities and office operating costs for it. The secretariat was financially administered by the IOM, as defined in the signed MoU between the special coordinator of the SP for SEE and the IOM. Later on RCC took over the task of financial administering.

The secretariat works under the guidance of the CIO and reports twice per year at the DPPI SEE RM on its activities and expenditures. Additional reporting (narrative and financial) may be required by the CIO. The budget of the DPPI SEE, prepared and presented by the secretariat, demands the formal approval of the DPPI SEE RM.

Budget and financing of the DPPI SEE

²¹ As already said, from 2005 the seat of the DPPI SEE Secretariat is in Sarajevo, capital of Bosnia and Herzegovina.

The secretariat prepares, on the basis of the DPPI SEE annual work plan, the DPPI SEE regular budget to be presented for approval to the DPPI SEE RM during its autumn session. The secretariat also prepares additional work plans and budgets for projects, which may be implemented with the assistance of DPPI SEE partners.

The DPPI SEE parties agree to make reasonable efforts to provide the human, technical and financial resources needed for the sustainable functioning of the Initiative and the secretariat. The DPPI SEE parties agree to commence financing the DPPI SEE administrative costs in 2007 or 2008 and to continue financing them further on, thus assuming the regional management of the initiative and securing its sustainability. Each DPPI SEE party's annual financial contribution to the DPPI SEE is at least €25,000.00 and is to be transferred before the end of April each year.²²

DPPI SEE partners that are contributing to the DPPI SEE projects (see section 6.1.) budget may request specific auditing reports. Parties participating in any given project also agree to provide matching contributions to financial support provided by DPPI SEE partners, subject to mutual agreement, for the development and implementation of projects.

According to the protocol on financial issues between the Regional Cooperation Council (RCC) secretariat and the DPPI SEE, the RCC secretariat shall provide the services of the account treasurer to the DPPI SEE, open a sub-account to be used for financial administration of the DPPI SEE's expenditures, make payments based on payment requests submitted by the DPPI SEE designated personnel in line with the approved plan of activities and use the funds available only for the purposes of supporting the DPPI SEE activities detailed in the DPPI SEE budget for the current year. Any amendments to the budget shall be notified in writing by the DPPI SEE to the RCC secretariat.

The role of observer states is not defined in the MoU.

Accountability

The DPPI SEE Secretariat finance/administrative assistant is accountable to the head of the DPPI SEE secretariat and RCC which administers DPPI SEE finances. The head of the DPPI SEE secretariat is accountable to the DPPI SEE CIO who supervises and evaluates his/hers performance. The DPPI SEE advisory board provides oversight and regional input in the work of the DPPI SEE and evaluates the completed work of the initiative. The DPPI SEE CIO is accountable to the DPPI SEE parties. Actually, most important is the accountability of the entire DPPI SEE to the countries i.e. DPPI SEE parties.

²²In practice each country pays the minimal contribution.

2.2.3 Decision making process

The DPPI SEE RM as a governing and decision-making body endorses the annual work program/plan and budget, and approves specific projects. All the decisions of the RM are reached by consensus of heads/directors/general managers of the disaster management authorities of the DPPI SEE parties. Voting is public except when deciding on elections of the secretariat staff. There is ongoing debate related to some changes in the decision making process. (Interview Sarajevo December 2012)

2.2.4 Activities related to civil security

The DPPI SEE has an all hazard approach since it is dealing with preparedness and prevention of natural and man-made disasters, especially when they have cross-border effects. However, so far the emphasis has mainly been on fires, floods, industrial and technological disasters and earthquakes as those are the most frequent threats in the region of SEE. DPPI SEE activities will be described in more detail in section 3.1.

2.2.5 Crisis management cycle

The DPPI SEE is actually a network of stakeholders whose activities are focused on preparedness and prevention. It is operating as forum on Preparedness and Prevention with practically no role at operative level to Response. The most important DPPI SEE activities are different training programs, joint exercises, exchange of expertise, information and experiences and projects facilitation. (Interview Sarajevo December 2012).

2.2.6 The crisis management approach

The DPPI SEE crisis management approach is in general civilian, as all the crisis management authorities in member states are within ministries of interior or autonomous agencies, except the Slovenian Administration for Civil Protection and Disaster Relief, which is under the Ministry of Defense. As there

is no explicit military role in DPPI SEE and no military assets are used, there is no need for any kind of coordination and/or balance between civilian and military assets.²³

The DPPI aims to develop exchange of information, lessons learned and best practices in the field of disaster management. However, the DPPI still has no developed system of exchange of information. Information is exchanged bilaterally or through the secretariat, depending on the good will of parties. This area of work is quite undeveloped also because of the fact that a number of DPPI parties are also members of the EU Mechanism and are obliged to exchange information through the EU MIC. Having in mind the appointment mechanism and the professional capacity of and mandate of the DPPI secretariat, it is impossible to expect that the secretariat can have a significant advisory role. (Interview, Sarajevo May 2013).

2.3 The relations between DPPI SEE and member states citizens, governments and stakeholders

2.3.1 Citizens

The DPPI SEE is not very present in broadcast and print media in SEE countries. The initiative has only its own website²⁴, but does not have other sources of funds for public relations activities. Actually, citizens of member states are not the target group in DPPI communication, but only heads of disaster management authorities and possible donors. If necessary, national disaster management authorities disseminate information to other institutions and/or public.

On the basis of conducted interviews we can reasonably assume that citizens of member states do not even know of the existence of the DPPI SEE. The organization does not directly inform the public on an emerging/unfolding crisis in member states but rather fosters cooperation between the member states in exchange of information and early warning systems. (Interviews Zagreb, Belgrade, Podgorica, December 2012)

2.3.2 Relations between DPPI SEE and member states governments

²³ In member states, of course, there is civil-military cooperation and DPPI with UN DMTP organized civil-military coordination course. See section 5.

²⁴ On the DPPI website <http://www.dppi.info/> there is only basic information about DPPI that is rarely updated. Neither are there available basic documents, annual reports or other useful information. The reason is primarily an insufficient number of staff in the secretariat. (Interview, Sarajevo December 2012)

The governments of member countries are committed to the DPPI SEE by transferring annual financial contributions and participating of heads of disaster management authorities in DPPI SEE regional meetings at least twice a year. Governments influence the work of the DPPI SEE through appointing the heads of disaster management authorities, so only the professionals on national/state level are involved in the DPPI SEE. Governments have not used the organization's mechanisms for resolving crisis situations, as the Initiative is only a consultative and information sharing network with no operative responsibilities. The DPPI SEE, within its capacities, contributes to information sharing, exchange of experience and best practices in regional and European civil security among the member states.

National governments delegate no specific operative functions to the DPPI SEE, while the only role of national parliaments regarding the DPPI SEE is in ratifying the MoU.

At DPPI SEE RMs, strategic and policy guidelines are provided and activities of the Initiative are supervised. On the other hand, governments are not directly influenced by DPPI SEE activities. The only (indirect) influence is in the effects of DPPI activities have on enhancing the capacities of national civil security systems.

2.3.3 Relations between DPPI SEE and Stakeholders

The DPPI SEE secretariat has direct relations with its *points of contact* in the member states disaster management authorities and project partners. Also, RMs are the opportunity for all stakeholders to directly communicate in a plenary forum, exchange views on the most important issues and make relevant decisions.

Relations with regional/provincial/local stakeholders are only indirect – through national disaster management authorities.

Expectations of some member countries toward the role of the DPPI SEE on civil security are rather high, while others are not so much interested in this kind of regional cooperation in the field of civil security. This is the result of the different status of member countries varying from EU members to potential EU candidates. EU countries are, of course, more oriented towards EU crisis management mechanisms and cooperation in this field. (Interviews Belgrade December 2012, Sarajevo January 2013)

The DPPI SEE has significantly contributed to the education of professionals in emergency management agencies in member states first of all through conducting different training courses, seminars and

organizing conferences (as described in Section 3.1) and also in information sharing among member countries.

2.4 The role of private sector in maintaining civil security

Although disaster management authorities are the only formal national stakeholders in the DPPI SEE, in principle, all subjects involved in civil security system of the member countries can participate in DPPI SEE activities through their national agencies.

So far the private sector has not taken part in DPPI SEE activities, but there are serious considerations about the way it should be included in the future (Interview Sarajevo 2013). The DPPI SEE has established a cooperation and partnership with the International Federation of Red Cross.

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

DPPI SEE relations with the EU refer to EU contributions through the Instrument for Pre-Accession Assistance (IPA) funds and participation of the EU member states that are member countries in the DPPI SEE. Also there are relations with the European Commission (DG ECHO and DG Enlargement) and through Commission participation in DPPI SEE regional meetings and information sharing and presenting forthcoming IPA projects.

A number of organizations closely cooperate and coordinate activities with the DPPI SEE²⁵:

- i. *EU Civil Protection Mechanism (EU CPM)* : The main role of the Community Mechanism for Civil Protection is to facilitate co-operation in civil protection assistance interventions in the event of major emergencies that may require urgent response actions. The EU CPM has supported the DPPI SEE activities to enable the SEE countries not participating in the EU CPM to take part in the EU Civil Protection Training Program.
- ii. *NATO* – “Science for Peace: Harmonization of seismic hazard and risk reduction in countries influenced by Vrancea earthquakes” was based on the request of the governments of Bulgaria, Moldova and Romanian for receipt of international support for these DPPI SEE member countries adaptation to European and international standards. The proposal was first submitted to the

²⁵ This cooperation is project-based and not formalized in contracts, except with RACVIAC. DPPI SEE signed an MoU with RACVIAC in 2010.

SP/DPPI who kindly requested NATO's Science for Peace assistance and support in development and implementation of the project.

iii. *Civil Military Emergency Planning Council for SEE (CMEPC)*: The guidance and other documents related to border crossing procedures in SEE have been taken from the CMEP Handbook. The protocols on border crossing procedures between Bosnia and Herzegovina, Croatia and Serbia and Montenegro have been made in accordance with the CMEP Handbook.

iv. *Southeast Europe Simulation (SEESIM)* - based on the South Eastern Europe Defense Ministerial (SEDM) agreement. One of the principal references for SEESIM was the SP/DPPI Regional Report (v 04.05.01). The DPPI SEE participated at the SEESIM conferences as an observer and at the Computer Assisted Exercise (CAX), DPPI SEE participated as a member of the International Coordination Cell.

v. *United Nations - Disaster Management Training Program (UN DMTP)* and the DPPI organized several regional workshops between national representatives, local and international non-governmental organizations, and UN agencies in SEE with the aim to discuss common strategies, exchange valuable information related to disaster management and identify key areas which need to be addressed in the future.

vi. *UN Office for Humanitarian Assistance (UN OCHA)*: - The UN Civil Military Co-ordination Course (UN-CM Cord) was conducted in the SEE region as a part of the SP/DPPI Disaster Management Training Project for South East Europe.

The course was conducted as a United Nations led course under the auspices of the Military Civil Defense Unit (MCDU) and hosted by the Administration of the Republic of Slovenia for Civil Protection and Disaster Relief at the training center in Ig, Slovenia

The objective of the course was to provide basic knowledge about the United Nations-led humanitarian relief agencies and operations focusing to enhancing understanding of the UN - system in general, coordination, liaison between military/civil defense assets and civil authorities and better initial understanding of all humanitarian actors in the field.

The course was designed for participants with experience in emergency response who were at the same time expected to take part in international disaster or humanitarian relief operations. UN OCHA certified the course.

vii. *International Federation of Red Cross/Red Crescent (IFRC)*: Since 2002, the IFRC and national Red Cross societies have participated actively at many of the events organized by the DPPI SEE, such as the DPPI SEE RMs 2002 -2006, JFFU exercise held in May 2004, in Budva, the 2005 DPPI SEE WG meetings related to border crossing agreements and protocols, etc. Through this participation, IFRC and the Red Cross national societies have been recognized as valuable partners to the governmental disaster management authorities.

viii. *European Mediterranean Seismological Center (EMSC)*: In the framework of UNESCO, GFZ (a German institute) organized a five-week training session for seismologists dealing with observational seismology. The DPPI SEE provided financial and technical support for the participation of four young seismologists with scientific background from DPPI SEE countries at this training course.

ix. *Swedish Civil Contingencies Agency (MSB)*: MSB has shown utmost interest in DPPI SEE activities to date and has repeatedly reaffirmed its readiness for looking into possibilities of further cooperation. MSB representatives are regular attendees at the DPPI SEE RMs, thus emphasizing the value of the DPPI SEE as an excellent regional organization for information sharing and exchange of lessons learned platform to exchange experience and readiness to cooperate more closely in the future. The joint DPPI SEE/MSB/CADRI DRR Capacity Development Project has been the best evidence of DPPI SEE/MSB cooperation in its full capacity and an excellent catalyst for further joint implementation of DRR activities in the region.

x. *Danish Emergency Management Agency (DEMA)*: DEMA's representatives are regular attendees at the DPPI SEE RMs thus expressing their continued interest in DPPI SEE activities and repeated recognition of the DPPI SEE as an excellent platform for information sharing and exchange of lessons learned.

xi. *RACVIAC Centre for Security Cooperation*: joint activities are conducted regularly, mainly within the scope of the DMTP project. The DPPI SEE and RACVIAC are in the process of negotiating an MoU regarding further cooperation between the two initiatives.

xii. *George Marshall Centre*: Organized with the DPPI SEE an international conference on disaster preparedness in SEE, the goal of the conference was to highlight disaster preparedness and emergency response efforts in SEE by summarizing joint activities among the various international and regional institutions and agencies and identifying disaster preparedness and emergency response roles and responsibilities thus reaffirming the need for continued cooperation among the SEE civil protection agencies and ascertaining further crisis response and consequence management challenges.

xiii. *East West Institute (EWI)*: - In the past, the EWI supported financially the organization of the DPPI SEE joint firefighting exercise. The EWI and the DPPI SEE further continued their joint activities in the field of the border crossing procedures and especially with a view to enhancing border crossing co-operation between local and regional authorities in the southern Adriatic region.

xiv. *NATO Euro-Atlantic Disaster Response Coordination Centre (EADRCC)*: After the field exercise "Taming the Dragon- Dalmatia 2002" which was initiated by the DPPI SEE and conducted jointly by Croatia and EADRCC, cooperation between the two parties continued. The last joint activity was a project aimed at introducing INSARAG standards to SEE countries. The project started with a workshop held in RACVIAC, Croatia in April 2009.

Finally, cooperation with UNIFEC is in the initial phase. UNICEF's representative participated in the RM in November 2012 in Sarajevo and the first joint Workshop Children in DRR will be held in April 2013.

All of the above confirm the high-level profile and reputation of the DPPI SEE and synergy with other national and international initiatives, organizations, programs and donors active in the field of disaster management in the region of SEE.²⁶

3. The Quality Issue

Facing the issue of overall DPPI SEE quality one faces with number of problems such as lack of analytical documents, academic researches, annual reports, notes from the meetings, or other documents. DPPI Web site provides only basic, very general and not very accurate information, etc. Problems exist also in attempt to obtain the data from the stakeholders.²⁷ So far, except the study done by Balkan Institute for Risk Assessment and Emergency Management (Balkan Institute for Risk Assessment and Emergency Management, 2011) there have been no comprehensive assessment of DPPI SEE achievements, so the quality measure is based on this study and interviews with stakeholders / key informants.

3.1 Effectiveness

As mentioned before, the main activities of the DPPI SEE are related to capacity building of member countries through organizing training courses, exercises, conferences and different projects aimed to improve preparedness and prevention within disaster management.

Significant achievements are in project facilitation and related activities. These are aimed to support SEE countries to prepare feasible project proposals and to strengthen regional cooperation by providing a coordinative platform and international methodology in use (through project management cycle training courses). The result has been several regionally owned project proposals like seismological zoning, led by Moldova, for Bulgaria, Moldova and Romania; a hydro meteorological network for SEE, led by Croatia, coordinated with compatible projects within the Sava Agreement Initiative with support of NATO Sfp; a project on earthquake monitoring in support of disaster preparedness in SEE,

²⁶Disaster Preparedness and Prevention Initiative for South Eastern Europe (2012)

²⁷Only four heads of national emergency management agencies have responded to our request. Even they were a kind of reluctant to criticize the DPPI SEE functioning openly and expressed their attitudes in more informal way as their personal opinion. That is the reason of considerable discrepancy of DPPI SEE efficiency assessment in official documents, and state of art perceived by the actors.

coordinated by the European Mediterranean Seismological Centre etc. (DPPI Report for WT III and RT Meeting 7-8 June 2004). Increased cooperation with IFRC, UNDP, NATO, Swedish Search and Rescue Services Agency, RACVIAC, CMEPC, East-West Institute, and NGO HELP has been achieved as well as a good network with others, such as COE EUR-OPA Major Hazard Agreement, COE Bank, CEI and a closer cooperation with ECDG Environment – CP was initiated.

The DPPI SEE Capacity Development for Disaster Risk Reduction in South East Europe project is very important. Building capacity in DRR in the region has gained more support with the establishment of the DPPI SEE. Support to the region's capacity takes several forms through DPPI SEE activities. The region's track record in DRR has never looked better.

The following projects and training courses should be mentioned:

- *Disaster Management Training Program (DMTP)*: The program consists of workshops, seminars, training courses and conferences. The events are held in many of the SEE countries. Hosting an event is voluntary. Financing of the DMTP activities is normally shared between the host country and the DPPI SEE budget. The project goal is to enhance disaster preparedness and prevention through disaster management education and training as well as to train and practice disaster response, with the aim of: strengthening cooperation among all participants in protection and rescue activities, harmonizing the activities of the participants in order to eliminate possible failures and promoting the understanding of national and international principles related to disaster management.
- *"Joint Fire Fighting Units between Bosnia and Herzegovina, Croatia and Montenegro"*: The overall objective of the project was to improve preparedness and prevention and response to open fires in the coastal area, regardless of national borders, with jointly trained rapid fire-fighting response units between Bosnia and Herzegovina, Croatia and Montenegro. Within the framework of the project, eight emergency response teams have been formed and 72 firefighters trained and equipped. The JFFU project was successfully finalized with a final joint firefighting exercise held in Budva, 27 May 2004. The project was implemented by the governmental organizations responsible for civil protection, disaster management and rescue in participating countries.
- *"Trilateral Border Crossing Protocols/Procedures"*: developed between Bosnia and Herzegovina, Croatia and Montenegro. The main objective of the project was to initiate preparations for the provision of a legal and operational framework to be used for rapid border crossing in joint

interventions and providing mutual assistance in emergencies, including forest fires. The trilateral working group composed of experts in the field of protection and rescue, customs and border police, prepared and agreed upon the final version of the protocol and the protocol's attachments. The parties involved in the project initiated national procedures for obtaining necessary approvals for signing protocols. All three interested parties have discussed facilitation on border crossing protocols/procedures and they expressed readiness to utilize additional efforts to accelerate the acceptance and signing of the protocols. *"Seismic Maps Project"*: The main technical objectives of the project are to make appropriate integrated seismological and seismo-tectonical databases and to prepare seismic hazard maps for the region, harmonized with European standards; to implement a technical and scientific training program for young scientific staff at the national seismological centers in the region. Planners, engineers and civil protection agencies are engaged to ensure improvement in the disaster management and seismic hazard assessment process.

- *The DPPI SEE and UNDP – Building Capacity in Disaster Risk Reduction through Regional Cooperation and Collaboration in South East Europe (SEE)*: The project objective is to reduce the risk of disasters associated with natural hazards in the Western Balkans and Turkey, in line with the Hyogo Framework for Action, by building the capacity of national and local authorities and promoting a coordinated approach in disaster risk reduction. The specific objective of the project is to increase regional disaster risk reduction cooperation in the Western Balkans and Turkey and promote the harmonization of their disaster risk reduction methodologies, plans and strategies in order to pave the way for the eventual preparation of a harmonized and mutually accepted regional disaster risk reduction strategy in SEE.
- *The DPPI SEE and UNISDR/CADRI (United Nations Capacity for Disaster Reduction Initiative) - Human Capital Development on DRR Training*. The aim of the programme is to support the development of disaster risk reduction capacity at all levels within the SEE region governments and organizations in order to improve their ability to better understand and manage the variety of disasters the region faces today. The program is also aiming to create a pool of professional trainers of trainees which will function as the main resources for DRR training in the region. In addition, they will be included in a pool of DRR expert database to be developed by ISDR for DPPI SEE.
- *"The Project for Support of Establishing Joint Emergency Response Units in case of floods in SEE"* in which participating countries with their operational capabilities will institute regional

cooperation and coordination of disaster preparedness and prevention for regular information exchange with regard to water management and floods. Participating countries, with support from the donors and RCC, will establish, equip and train emergency response units in case of floods in the SEE region. The joint emergency response units should be enabled to cross state borders in a fast manner in order to be able to assist flood-affected areas in neighboring countries.

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- The *International Conference on Disaster Preparedness in South East Europe* has been organized jointly with the George C. Marshall European Centre for Security Studies and in cooperation with the National Protection and Rescue Directorate of Croatia with more than 80 participants from 11 SEE countries and 18 international organizations and initiatives. The conference goals were to provide national perspectives on the current status of disaster preparedness in the region, to identify disaster preparedness and emergency response roles and responsibilities, to discuss the need for civil-military cooperation and to ascertain further crisis response and consequence management challenges.

There is an assessment after each training activity that serves as the basis for fine adjustment of future training courses. However there is no analysis if and how those training courses have enhanced the institutional capacities of member states and enhanced their preparedness and prevention measures.

3.2 Efficiency

Budget

While being under the Stability Pact SEE, the annual budget of the DPPI SEE was around € 600,000²⁹ and after transferring to regional ownership and financing by member states' contributions, the budget was reduced by almost three times as each member state's contribution is € 25,000 (for a total of € 275,000).³⁰ Since the minimal country contribution of €25,000 is always the same, the fixed part of the budget for each year is the same. The budget is managed by the DPPI SEE secretariat and directed to activities planned and agreed between member countries and donors at regional meetings. The financial

²⁸5th Project Draft was written in March 2012. See Disaster Preparedness and Prevention Initiative for South Eastern Europe (2012)

²⁹Norway, Switzerland and the United States of America have funded the DPPI

³⁰Each member state annually contributes to the proper functioning of the DPPI SEE by paying a membership fee of 25,000 euro which demonstrates equality among member states.

dimension of transition of the DPPI SEE has been successfully resolved by transferring the treasury role for the DPPI SEE from IOM to the RCC, including the signature of employment contracts with the DPPI SEE secretariat staff and the opening of a sub-account for the DPPI for its daily operations within the limitations of the present “Financial Protocol” signed between RCC and the DPPI SEE CIO in December 2008. As the financial protocol signed between the RCC and the DPPI SEE does not represent a financial administrative document, the DPPI SEE urgently requires adoption of, *inter alia*, internal regulations for managing its financial matters, such as procurement of goods and services, in addition to defining rules of procedure.

According to the results of interviews conducted by the Balkan Institute, more donors’ funding for projects should be secured. More activities should be financed through projects’ diversity.

Unspent funds at the end of every budget year shall be treated in accordance with the agreement between the DPPI SEE and its contributors (donors). A breakdown of the budget is not possible because of the relatively narrow frame of work of the DPPI SEE that is based on covering costs by the secretariat and the implementation of a relatively small and limited number of training and education projects. The problem may be the fact that some member states have not regularly paid their DPPI predicted contributions.

Among member states, to some extent there is asset sharing and/or asset procurement through the DPPI SEE. Some firefighting equipment was purchased through the JFFU project for firefighters from Croatia, Montenegro and Bosnia and Herzegovina.

3.3. Legitimacy

The main motivation of member states to cooperate through the DPPI SEE is networking, information exchange and rapid communication. Expectations of some member countries regarding the professional performance of the DPPI SEE have, however, been much higher. This gap may be explained by the small number of employees in the DPPI secretariat, a lack of desire for full cooperation of some member states and the reality of the great diversity in their status in the process of European integration. Interviewed stakeholders are not satisfied with the role of the DPPI SEE in emergencies, since one of its roles is internal coordination with the DPPI SEE member countries and coordination with international donors. It is thus highly important to acknowledge the necessity to address the issue of the DPPI SEE

capacity enhancement through establishment and maintenance of its role as a key coordinator among sectors, ministries and organizations in the field of disaster preparedness, prevention and response. (Interviews Sarajevo and Belgrade January 2013)

Member states do not use the DPPI SEE when crises occur, as there is no mandate for this. They by-pass the formal mechanisms and contact each other bilaterally in accordance with bilateral agreements regulating protection and rescue as well as rendering assistance in case of disasters. Sometimes the EU member countries by-pass the DPPI SEE in favor of the EU Community Mechanism for Civil Protection.

Heads of emergency management authorities of some countries believe that all member countries should be more dedicated to achieving DPPI SEE goals. Also, among member states there are different opinions on certain issues like potential Kosovo and Metohija membership in the DPPI SEE. (Interviews)

It is necessary to develop an interest in each sector of emergency management functioning, to obtain more knowledge about the existing problems, and extend competencies to other ministries that may be part of issues of disaster preparedness, prevention and response concepts. The DPPI SEE COI should also endeavor to establish contact with potential private financiers and sponsors in the region, as well as with the World Bank aiming to ensure financial support to the DPPI SEE secretariat's activities. Based on the results of a survey and answers provided by the DPPI SEE member countries, it has been concluded that the current capacity of the DPPI SEE to address the issues of disaster management in the region requires further strengthening to better meet the needs of the SEE region. According to available documentation, it has been confirmed that so far, the DPPI SEE secretariat has adopted one important document only – the MoU on the DPPI SEE institutional framework. Having in mind that the DPPI SEE member countries have made commitments to ensure legal existence and functioning of the DPPI SEE secretariat, it is necessary to acknowledge these commitments and agree on any necessary steps to be taken in order to avoid the possibility of illegal and impractical functioning of the DPPI SEE as well as redefining the DPPI SEE legal status in such a way as to ensure proper future functioning of the initiative. Further to the aforementioned, the DPPI SEE should be capable of operating with very basic essential administrative, legal, finance, logistics, information communication, media relations, project implementation, fund raising activities. Capacity building is possible as well with usage of "Staff Secondment" as well as "internship" mechanisms. Additionally, in the case of the possibility of employing added staff to the secretariat, that kind of decision should be put into the agenda of future RMs, where decisions would be made by the heads of disaster management sectors of the member states. Official communication within the DPPI SEE should be operational, clear and on a daily basis, so that the operational side may be improved. Additional staff (operational and secretariat staff) should be

employed, but the head of the secretariat and other employees should reach their full capacities (Balkan Institute for Risk Assessment and Emergency Management, 2011).

The role and position of the host country should be subject to discussion between the heads of sectors, but parts of the MoU defining the host country's role should be redefined. There should be more active involvement of the advisory board in the DPPI SEE decision-making process and CIOs more often seeking advice from experts in the region, thus establishing stronger cooperation with other relevant international organizations and potential donors. In addition, the possibility for the advisory board to become an integral part of the secretariat should be assessed. A new set up of roles within the DPPI SEE should include the establishment of a steering body competent for discussing issues of utmost importance for the DPPI SEE in general. This body would be composed of deputies and executives of the DPPI SEE EM sectors with decisions binding by a two-thirds majority vote (Balkan Institute for Risk Assessment and Emergency Management, 2011).

As regards the role of the DPPI SEE partners, it is advised that their individual activities within the initiative should be closely monitored by the DPPI SEE member countries in addition to defining their roles within the initiative (Balkan Institute for Risk Assessment and Emergency Management, 2011).³¹

4. CONCLUSION

In the region of SEE, where due to the geography and political borders disasters have a regional dimension, the DPPI SEE has developed into an effective consultative and coordinative mechanism enhancing disaster preparedness and prevention in case of natural and man-made disasters in South Eastern Europe (Anagnosti, 2006). The DPPI SEE has to a certain extent fulfilled its purpose and mandate, and met some of the objectives for which it was established. Influence on its development include the transfer from European to regional ownership, related decline of funding and different status of member states in the EU accession process, causing their different positions, perspectives and interests.

³¹SWOT and PEST analysis done by Balkan Institute for Risk Assessment and Emergency Management in the Annex of Report

The DPPI SEE has proved to be a relatively applicable tool for regional cooperation especially in regards to prevention and preparedness in the field of disaster management. The DPPI SEE is the only regionally owned initiative in SEE, and as such it is welcomed and appreciated by the international community and international organizations (EC, UN). This provides a basis for further strengthening of the regional cooperation through implementation of different projects which aim to build capacities of the member states in disaster management. The role of the DPPI SEE in emergency management should be reflected in internal coordination among the DPPI SEE member countries and with international donors alike. The DPPI SEE is encouraging the existing cooperation with NATO, UN and other internationally recognized organizations as key partners for the successful implementation of its own activities in the region. The DPPI SEE today is considered as a confident and reliable regional partner addressing trans-boundary issues and problems. The DPPI SEE member countries also recognize this fact and seek to further promote the values of the initiative. Through different projects and activities the DPPI SEE is promoted not only nationally but also regionally as a desirable form of multilateral cooperation.

The DPPI SEE should focus on joint projects and involve all the relevant international organizations. It should endeavor to expand cooperation with international organizations such as UNISDR, UN-OCHA, and NATO-EDARCC. The DPPI SEE should act in a more coordinated and collaborative manner in order to minimize disaster risks. Developing regional, bilateral and multi-lateral relationships is important for securing human beings living in a more disaster resistant environment. Since the DPPI SEE has been recognised by a number of relevant international organizations (UN, EC etc.), it is highly recommended that mutual cooperation is further strengthened and supported through realisation of regional and bilateral projects. The effective implementation of the DPPI SEE mission in future will depend on full engagement of all stakeholders, including civil society, local and provincial authorities and governments and international organizations. A necessary precondition is redefining the legal basis, e.g. MoU as the only document that specifies the mandate, structure, decision making and functioning of the DPPI SEE.

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
2.1.1	The establishment of the RO			
	Is the formation of the RO related to the EU or other RO?	Yes	Stability Pact for SEE	http://www.dppi.info/
2.1.2	The evolution of the RO eventual membership enlargement and current membership			
	Does the RO have observers/associate members with a different status with respect to (founding) pMS?	Yes		http://www.dppi.info/
2.1.3	The member characteristics of the RO			
	Are RO's pMS also EU members?	No/Yes		http://www.dppi.info/
2.1.4	The cultural milieu of the RO			
	Recall the scores of each pMS with regard to the World Value Survey parameter on industrial/post industrial attitude:			http://www.worldvaluessurvey.org/wvs/articles/folder_published/article_base_111
	There is a dominant attitude among pMS?	No		
	There is a great variance among pMS?	Yes		

	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.	No		
2.2	LEGAL AND INSTITUTIONAL ASPECTS OF RO DEALING WITH CIVIL SECURITY	YES/NOT	DEGREE High/Medium/Low	SOURCE
2.2.1	The current legal basis of the RO			
	Have any major changes in the legal basis framework occurred since the 1990s?	No		http://www.dppi.info/
	Does the statutory basis rely on a single law?	Yes		http://www.dppi.info/
	Does the statutory basis rely on fragmented statutory provisions?	No		http://www.dppi.info/
	Have there been any major changes, occurring over time, in the legal framework regulating crisis management?	No		Interview Sarajevo December 2012
	Are there any major changes foreseen in the future?	Yes		Interview Sarajevo December 2012
2.2.2	The current RO institutional framework			
	Are there ad hoc ruling bodies (i.e. RO presidency, secretariat, councils/assembly of member states representatives, etc)?	No		Interview Sarajevo December 2012
	Are there permanent ruling bodies inside the RO?	Yes		MoU DPPI SEE
	Does the representation mechanism involve all pMS?	Yes		MoU DPPI SEE
	Do the observers/associate members support the RO by financing it?	No		Interview Sarajevo December 2012
	Do the observers/associate members support the RO by providing crisis management assets?	No		Interview Sarajevo December 2012
	Do the RO agencies have a degree of autonomy?	No		MoU DPPI SEE
	Is there a division of responsibility?	No		MoU DPPI SEE
	Are there specific agreements, programme, budgets devoted to civil security?	Yes		Interview Sarajevo December 2012
	Have there been any major changes, occurring over time, in the legal/institutional framework?	No		Interview Sarajevo December 2012

	Are there accountability arrangements?	Yes		MoU DPPI SEE
2.2.3	Decision making process			
	Is unanimous agreement required from all partners?	Yes		MoU DPPI SEE
	Is there an agreement required by national parliaments through a formal legislative procedure?	No		MoU DPPI SEE
	Is the decision making prevalently intergovernmental?	Yes		MoU DPPI SEE
	Is the decision making prevalently supranational?	No		MoU DPPI SEE
2.2.4	Activities related to civil security			
	Is there a kind of prioritization among threats considered by RO?	Yes		Interview Sarajevo December 2012
	Are there activities related to prevention?	Yes		http://www.dppi.info/
	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		http://www.dppi.info/
	Are there activities related to response?	No		Interview Sarajevo December 2012
	Does the RO operate at operative level and manage executive activities?	No		Interview Sarajevo December 2012
	Does the RO operate at political level and conduct consultation activities?	Yes		Interview Sarajevo December 2012
	Is there a different approach with regards to prevention, preparedness and response?	Yes		Interview Sarajevo December 2012
2.2.5	The crisis management approach			
	Does the RO use members' civilian/military assets for responding to a crisis?	No		Interview Sarajevo December 2012
	Does the RO use its own assets?	No		Interview Sarajevo December 2012
	Is there a coordination mechanism of these assets?	No		Interview Sarajevo December 2012
	Does the RO develop a lessons-learned process or best-practices?	Yes		Interview Sarajevo December 2012

2.3	THE RELATIONS BETWEEN RO AND pMS CITIZENS, GOVERNMENTS AND STAKEHOLDERS	YES/NOT	DEGREE High/Medium/Low	SOURCE
2.3.1	Citizens			
	Do citizens somehow know of the existence of this regional cooperation?	No		Interview Sarajevo December 2012
	Does the RO enjoy support?	NA		
	Does the RO somehow communicate to/inform citizens of the countries involved?	No		Interview Sarajevo December 2012
	Is there a main method used by the RO across the region for informing the public on an emerging/unfolding crisis?	No		Interview Sarajevo December 2012
	Is there cooperation on common crisis communication systems?	Yes		Interview Sarajevo December 2012
	Is there a central reliable websites/social media or mobile applications to update citizens on relevant crisis issue/security information?	No		Interview Sarajevo December 2012
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 Sarajevo December 2012
	Do governments provide strategic and policy guidelines to the RO with respect to civil security?	Yes	H	Interview Sarajevo December 2012
	Do governments supervise RO activities?	Yes	M	<i>MoU DPPI SEE</i>
	Are governments influenced by RO regulations/strategy/activities (i.e. documents/strategies/policies make explicit reference to RO frameworks/activities)?	Yes	L	Interview Belgrade January 2013
	Do national parliaments play a particular role?	Yes	L	Interview Sarajevo December 2012
	Have governments used RO mechanisms for civil security (i.e. transnational disaster, major disaster beyond the capacity of the country, etc.)?	No		Interview Sarajevo December 2012
	Do governments delegate specific functions to the RO?	No		Interview Sarajevo December 2012

	Does the RO contribute to the information sharing/awareness of in the pMS with respect to civil security?	Yes		Interview Sarajevo December 2012
2.3.3	Relations between RO and stakeholders			
	Does the RO have direct relations with stakeholders?	Yes		Interview Sarajevo December 2012
	Does the RO have relations with regional/provincial/local stakeholders?	No		Interview Sarajevo December 2012
	Do stakeholders have expectations toward the RO's role on civil security?	Yes		Interview Sarajevo December 2012
	Does the RO contribute to the education/information sharing/awareness/training of stakeholders?	Yes		Interview Sarajevo December 2012
2.4	THE ROLE OF PRIVATE SECTOR IN MAINTAINING CIVIL SECURITY	YES/NOT	DEGREE High/Medium/Low	SOURCE
	Does the RO cooperate with profit-oriented and non-profit organizations in the private sector?	No		Interview Sarajevo December 2012
	Are there any conventions or agreements existing on cooperation with private sector organizations with regard to prevention, preparedness and response to crisis?	No		Interview Sarajevo December 2012
2.5	THE RELATIONS WITH THE EU, UN AND OTHER RO	YES/NOT	DEGREE High/Medium/Low	SOURCE
	Does the RO have relations with the EU and/or related institutions (i.e. European Commission)	Yes		Interview Sarajevo December 2012
	Does the RO have representatives/officers in EU institutions?	No		Interview Sarajevo December 2012
	Are there funding or coordination mechanisms between the RO and EU institutions?	No		Interview Sarajevo December 2012
	Does the RO, formally or de facto, act as a mean to harmonise national legislation with the EU acquis?	Yes		Interview Sarajevo December 2012
	Does the RO, formally or de facto, act as a mean to implement EU regulations/strategies/policies?	Yes		Interview Sarajevo December 2012
	Is there any relation with the UN with regards to civil security issues?	Yes		Interview Sarajevo December 2012

	Is there any relation with NATO with regards to civil security issues?	Yes		Interview Sarajevo December 2012
	Are there relations with other RO studied by WP3?	No		
3	THE QUALITY ISSUE	YES/NOT	DEGREE High/Medium/Low	SOURCE
3.1	Effectiveness			
	Has there been any review/evaluation/scrutiny of RO by pMS and/or EU?	Yes		<i>Institutional Capacity Assessment of DPPI</i>
	Has there been any professional/political inquiry over crisis having RO involvement?	No		Interview Sarajevo December 2012
3.2	Efficiency			
	Have there been any changes in the budget's amount?	No		Interview Sarajevo December 2012
	Are budget details publicly available?	Yes		Interview Sarajevo December 2012
	Is the budget for regional cooperation generally uncontested?	Yes		Interview Sarajevo December 2012
	Is there a source of controversy among and within pMS regarding the budget?	No		Interview Sarajevo December 2012
	Is pMS' contribution to the budget proportionate to their benefits of the cooperation?	Yes		Interview Sarajevo December 2012
	Is there a permanent budget for "cold phase" cooperation (preparation, prevention)?	Yes		Interview Sarajevo December 2012
	Is there asset sharing and/or asset procurement through the RO which may be related to efficiency?	No		Interview Sarajevo December 2012
	Does the RO have the goal to enhance efficiency of national civil security systems (i.e. by improving standardization and/or interoperability of assets)?	Yes		Interview Sarajevo December 2012
3.3	Legitimacy			
	Do countries use the regional cooperation mechanism in place when crises occur?	No		Interview Belgrade January 2013
	Do countries by-pass the formal mechanisms and contact each other bilaterally or informally?	Yes		Interview Belgrade January 2013
	Do countries by-pass the regional organization in favor of more overarching ones, such as the EU?	Yes		Interview Sarajevo December 2012

Are there cases where RO involvement in crisis management have strained political relations between pMS or undermined the legitimacy of a national government?

No

Interview Sarajevo December 2012

Annex II: Resources

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Interviews

DPPI, Sarajevo

Republic of Bosnia and Hercegovina, Ministry of Security, Sarajevo

Republic of Croatia, National protection and rescue directorate, Zagreb

Republic of Serbia, Ministry of Interior/Sector for Emergency Management, Belgrade

SWOT Analysis

SWOT	
<p>Strengths</p> <ul style="list-style-type: none"> • High level of awareness of the need to change DPPI functioning • Desire to participate and support (facilitate) DPPI organizational changes • Good will of Member States to engage in dialogue and maintain good mutual cooperation • Strong dedication to Disaster Management • Highly involved Donors and Partners • Establishment of Framework for Regional cooperation involving the use of political dialogue • The EU member countries membership within DPPI SEE A well-established/ developed Best Practices and Training system • Strong intergovernmental partnerships • Capacity and competence to act at the state, local and municipality level. • Bridging cultural gaps by fostering a common culture and wide usage of similar languages • An increasingly valuable asset to the EU accession process 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Lack of legal status • Lack of staffing • Lack of functions in secretariat • Poor exchange of information • Lack of DRM related legislation • Lack of uniformity in regional approaches and networks established between the SEE members • Lack of input by CiO into the coordination with/ among DPPI SEE members • Lack of well-defined rules and policies in DPPI • Lack of technical, management and financial support • Lack of effective decision-making in DPPI SEE • Lack of top down and bottom up cross control approaches to further development of institutional capacity
<p>Opportunities</p> <ul style="list-style-type: none"> • EU enlargement • Euro – Atlantic integration • Benefiting from common experiences and lessons learned • Partnerships with other International organizations • Country strategies are regularly updated and can be influenced • Civil-military cooperation 	<p>Threats</p> <ul style="list-style-type: none"> • Creation of new structures or layers of bureaucracy • Other strong regional organizations • Political conflicts

PEST Analysis

PEST analysis			
Political-Legal Factors	Economic Factors	Social Factors	Technical Factors
<ol style="list-style-type: none"> 1. Unstable political situation; 2. Lack of capacity of DPPI SEE to address needs of the region with regard to disaster management; 3. Necessary to adopt the Statute as a formal instrument regulating the scope and authority of the DPPI SEE Secretariat, and other relevant internal documents (Rules of procedures, similar guideline and normative documents) in addition to the existing MoU; 4. DPPI SEE member countries committed to ensuring legal existence and proper functioning of the DPPI SEE Secretariat 5. DPPI SEE has been recognized and its' work highly appreciated international organizations and community 6. DPPI SEE is an excellent tool for regional cooperation; 7. DPPI SEE is the only regionally owned initiative in the SEE addressing the issues of the preparedness and prevention for disasters; 	<ol style="list-style-type: none"> 1. The annual membership fee of 25,000 euro; 2. Financing needs to be achieved through donors funds and participation of international organizations and institutions in projects; 3. Public presentation/promotion of DPPI SEE to invite project bearers and donors; 3. More personnel should be engaged through projects implementation (projects should finance their salaries); 4. The possibility of a common fund to be used in case of emergencies and disasters in the region; 5. DPPI SEE Secretariat needs to strive at ensuring financial support for the Initiative through contact and cooperation with relevant organizations 	<ol style="list-style-type: none"> 1. Variety of Nations within the Initiative 2. Nations at diferent level of development 3. Insufficient involvement of women in the field 	<ol style="list-style-type: none"> 1. Technical assistance and operations to promote DRR progress through increased support to priority and donor-earmarked Country DRR Programs, assistance to regional DRR teams, and engagement of Ministries of Finance of the client governments; 2. Technical equipment of the DPPI SEE Secretariat is inadequate, obsolete and needs urgent upgrade 5. Staff is satisfactory but not adequate in number