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Feasibility Study of Serbian Model for Establishment of Critical Infrastructure Protection System

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1 FEASIBILITY STUDY OF ESTABLISHING A SYSTEM OF CRITICAL INFRASTRUCTURE PROTECTION IN THE REPUBLIC OF SERBIA

The creation of an appropriate system of critical infrastructure protection constitutes an extremely demanding task for any country. Critical infrastructure is, due to its basic mission to cover those parts of the system that are necessary for the normal functioning of the wider social community, very difficult to cope. The complexity of the security environment and threats that arise for the functioning of this infrastructure put the state, its bodies and operators themselves in front of an extremely challenging task. The limited financial, human and organisational resources in the area of critical infrastructure protection constantly push the priorities of individual organisations or companies, which manage critical infrastructure, to the margins. Critical infrastructure has occurred in the EU as a term in the last twenty years. Terrorist threats, cyber-risk and natural disasters have set the need for continuity of critical infrastructure in the high priorities of the state regulation. Of course, it is necessary to realise that the system approaches of regulating that area are different from country to country. This diversity of perception of threats, past experiences, the soundness of the state structure and the degree of private ownership in the companies themselves, which manage critical infrastructure is reflected through a variety of approaches and solutions carried out in this area by the individual states. This differentiation of approaches can also be seen at the European level, where it is very difficult to come up with coordinated actions in the field of the European critical infrastructure protection. The Republic of Serbia belongs to the group of countries where the organisation of the state and legal order stems from the European continental tradition. In this context, the state represents a very important and central place for the regulation of relationships in terms of the authorities and responsibilities of the institutions for regulating individual social processes. Managing and ensuring the continuity of critical infrastructure certainly belongs among them. Certainly it cannot be said that the Republic of Serbia has no experience with the provision of appropriate security environment for a continuous control of key buildings, institutions and processes which are necessary for the functioning of the social community. The fact is that a big part of the processes and activities that we know today under the definition of critical infrastructure protection was covered by other processes in the field of the protection of facilities important for defence operations, institutions and companies, which were important for the society and have been subject to a specific statutory definition of organisations which as a result of their activities had to have a mandatory protection. A lot of related processes can be found in the field of normative

regulations which governed the field of civil protection and the management of the consequences of natural disasters. All of this clearly indicates that there is no way to argue that the Republic of Serbia has no experience in the field of the protection of key facilities, institutions and processes that are today terminologically defined as critical infrastructure. In this work not only in the Republic of Serbia, but in the majority of transition countries it has always come mainly to inadequate understanding of the term critical infrastructure and the process itself, which it brings together in its operation. A proper understanding of this process in relation to the system, which was until recently established in the transition countries, represented a key moment which with the correct understanding accelerated the system measures in the field of regulating critical infrastructure protection. Of course, during this transition period, due to the changes in socio-political relations in the direction of a market economy, in the extent of stakeholders that are important for the effective operation of the system of critical infrastructure, private capital appeared, which through the ownership in companies which manage critical infrastructure is becoming one of the key factors. This represents that one additional moment, which is crucial for the perception of changes in the situation from the system which operated prior to the transition. Due to the above mentioned, the processes and effective models of public-private partnership are the key to a successful system of critical infrastructure protection. The system of critical infrastructure protection can only be successful assuming a win-win combination, where all stakeholders understand the positive aspects of the regulation of the system of critical infrastructure protection, and are from this point ready to invest the necessary efforts and other resources in building this system. In this stage of development in the Republic of Serbia, the level of awareness and understanding of the importance of uninterrupted operation of critical infrastructure and of the process itself covered by critical infrastructure is a necessary factor as a relatively new concept in social relations. From this perspective, it is necessary to congratulate the research team at the Faculty of Security, which also through the RECIPE project guarantees exactly that basis which is essential for faster and more effective steps in establishing a system of critical infrastructure protection. This is definitely a proper understanding of the importance of critical infrastructure and familiarisation with the possible steps that are the result of the comparative study and good practices, which are included in the proposal for the establishment of the Serbian model of building a system of critical infrastructure protection.

2 METHODOLOGY

The methodological framework of the feasibility study of the proposed model to establish a system of critical infrastructure protection of the Republic of Serbia is based on an interdisciplinary approach of assessment of the proposed model. Through the method of deduction, we checked the proposed solutions according to the wider social processes. In the following part the method of induction was used, in which a concrete solution was analysed in the direction of placing conclusions and their impact for a further understanding and the response of the wider social environment, especially the institutions of the state and operators of critical infrastructure, to the proposed concrete solutions.

By the method of analysis, we dissected the individual components of the proposed model and analysed the individual processes and factors. The analysis of the individual components of the key processes in the field of critical infrastructure has also allowed to set certain indicators that can, in practice, later serve the operators as a proper basis and help in the evaluation of the implementation of the proposed model into the direct practical social environment. By the method of synthesis we then ensured that all the essential findings of the individual parts of the process were combined into a whole and evaluated from the perspective of the feasibility and effectiveness of the overall operation of the proposed model. Of course, in the feasibility study, we could not avoid the comparative historical method, since the historical dimension of the development of each company is one of the key determinants to understand the situation and the consequences of the company's development in the Republic of Serbia and of course the current regulation of relations in the field of critical infrastructure protection.

Through the method of expertise we have, with the involvement of all of the above methods, also considered the direct good practices and our own years of experience in setting up systems of critical infrastructure protection in the various projects within individual countries in transition in the region.

3 THE MODEL OF PUBLIC-PRIVATE PARTNERSHIP TO ESTABLISH A SYSTEM OF CRITICAL INFRASTRUCTURE PROTECTION IN THE REPUBLIC OF SERBIA

In the introduction, it should be noted that the establishment of this model is a key dimension for the success of later establishing a comprehensive and effective system of critical infrastructure protection in each country but also in the Republic of Serbia. Without

establishing this cooperation all attempts are doomed to low-level performance, and often non-systemic measures which bring their increase of the need to the resources invested. The result of such an approach through clearly established experiences in several cases is lower than expected.

The next fact, which is very important in the introduction of the analysis of this part of the model, is the role of the state. The state represents the central point in any system and the motor in ensuring an effective system of critical infrastructure protection. The state's biggest interest is, in fact, that critical infrastructure, irrespective of which ownership structure the organisation that manages critical infrastructure is currently in, operates continuously, thus ensuring the smooth functioning of the community. From this perspective, it is necessary to put the understanding of the situation and the measures into raising of awareness and proper understanding of the importance of critical infrastructure in the strategic management of the state and its institutions. The proposed model of the combined "bottom-up" approach is optimal at this moment of the development, mainly because of the mentioned ensurance of proper understanding of the importance of uninterrupted operation of critical infrastructure in the strategic management of the Republic of Serbia on the one hand and on the other hand the strategic management of the companies that manage critical infrastructure. It is a fact that at this moment the academic and professional environment is at the highest level of awareness of the importance of this process for the community and according to the amount of knowledge and experience that has been gained through a variety of research projects, analysis, cooperation with other partner institutions of the international environment. This means that the success of this model is very heavily dependent on the readiness, pervasiveness and the energy of the academic community which has to take the leading role in this part of the realisation of the proposed model with the support of various expert associations. In any case, it is necessary to realise that at the time when the "bottom-up" model reaches a critical component, which will be reflected in an appropriate level of awareness of key state structures in the Republic of Serbia, the model will be required to be replaced with the "top -bottom" approach where the state will with its own organisational levers take over the essential legal and substantive steps for the final establishment of an effective model of critical infrastructure protection. This understanding of this approach is particularly necessary in the phase of installing adequate regulatory frameworks for the operation of this system, and more importantly in the step of determining the criteria for determining critical infrastructure in specific sectors. In the comparative practice, because of the different views, understanding of the importance of critical infrastructure, and not least because of partial interests of individual

organisations and also state institutions (ministries), here came the biggest tensions that accompanied by inadequate management of this process endangered the functioning of the entire system of critical infrastructure protection in the country. This position could bring about significant delays in the development of a system of critical infrastructure protection, which had the effect of undermining the normal functioning of the wider community, which was in the situations of the need of continuous operation of critical infrastructure directly affected.

Below we present the key factors that will influence the pace of implementation of the proposed solutions and the establishment of an effective and internationally comparable system of critical infrastructure protection in the Republic of Serbia.

- Raising awareness of the importance of critical infrastructure in key groups forming public-private partnership;
- Establishing an adequate legal framework for the operation of critical infrastructure;
- Establishing an adequate system of public-private partnership and trust among all stakeholders in the field of critical infrastructure protection;
- Building appropriate criteria for determining critical infrastructure in the Republic of Serbia;
- Establishing an appropriate system of a clear definition of the authorities and responsibilities in the field of critical infrastructure protection;
- Implementing the relevant European norms in the process of the Republic of Serbia in the EU;
- Financial resources;
- Human resources and a system of education of future experts in the field of critical infrastructure protection.

3.1 Human resources and the system of education of future experts in the field of critical infrastructure protection.

As was already indicated above, this work is about the key factor that will considerably improve the quality and speed of building an effective system of critical infrastructure protection in the Republic of Serbia. It was found that within the academic community, there is currently the highest level of awareness and knowledge of the field in question. This means that this segment will be the key in the measures of raising awareness and knowledge of two key groups that are formed by the strategic management in public administration and the

strategic management in business organisations that manage critical infrastructure. The model, in step 2, "Initial assessment", places too high expectations on strategic management in enterprises, so that it can with its links to key state institutions form a suitable initial factor that will significantly stimulate the exchange of information and in particular the need for proper protection of critical infrastructure. Unfortunately, the situation in transition countries, including the Republic of Serbia, especially when it comes to companies that are in majority owned by the state, primarily focuses on satisfying narrow political and economic goals, which often are not based on good governance and concern for the continuous operation of critical infrastructure. Most often it is concluded that the state with its own management structures, is a bad master. Unfortunately, also in the transition of these companies into the hands of private owners the state of management of critical infrastructure is not significantly improved. Private owners in transition countries follow the main objective which is reflected in the profit and the investment in the maintenance and safe operation of critical infrastructure is not one of the important strategic objectives. In particular, in the case of certain multinational companies, which with their financial and other power press on the governments of the countries in transition, thereby achieving adoption of a milder and more lax legislation, which they later can avoid. Unfortunately, the Republic of Serbia is not an exception in this process, which has very negative effects on the state of protection of critical infrastructure in the country. Therefore, the key factor for ensuring an adequate protection of critical infrastructure is the state itself with its strategic management. As a result, the academic environment has in the initial step that essential task to raise awareness for the representatives of the ruling policy and strategic structures of the state administration, which in a later stage will be able to start to set up and coordinate the building of an effective system of critical infrastructure. The European path of Serbia will also take an important part in raising awareness, where through the processes of negotiating positions for the implementation of EU legislation, this part of the critical infrastructure will be significantly present. At least in the area of raising awareness and perception of the seriousness that is required by the regulation of this field, this process will help significantly in that key institutions and strategic management of the Republic of Serbia will position more importantly the area of critical infrastructure protection in the list of national priorities. In the area of raising awareness of strategic management in enterprises it is indispensable to form the information on the importance of uninterrupted operation of critical infrastructure into the business framework of competitive advantages and business success of the sound operation of the infrastructure. The financial aspect for continuous operation of critical infrastructure

should be the message factor that the strategic management of business organisations will better understand and thus position the critical infrastructure protection as one of the major priorities for the successful performance of their companies. Financial investments in critical infrastructure protection should become investments in continuity and efficiency of the performance of their organisations and not mere costs.

3.2 The establishment of an appropriate legal framework for the operation of critical infrastructure

The establishment of an appropriate legal framework is another very important factor, to which also the builders of the Serbian model of critical infrastructure protection draw attention very strongly. Political culture reflects the fact that the legislation in itself is not a guarantor for its effective implementation in a real environment. Preparation and adoption of appropriate legislation represents only the first step of the several necessary to ensure an effective and high-quality system of critical infrastructure protection. The finding that the Republic of Serbia needs an appropriate strategic plan which will ensure in the form of a Strategy for critical infrastructure protection the key basis and the vision of regulating the field of critical infrastructure in the Republic of Serbia. In this section the so called National Forum for Critical Infrastructure in the formation will take on an extremely important role in the formation of the draft text, which will be duly discussed in public and in-house professional discussion, and thus a certain consensus will be reached. The perception of the need to draw up a new law concerning the protection of critical infrastructure is in place. In this part, the national institution (in the proposed model Directorate for Risk and Emergency Management), will again play an important role, which will be centrally responsible for the preparation and coordination of the aforementioned legislative proposal for critical infrastructure protection. In any case, the most difficult task will be related to the harmonization of all other national strategic documents and their amendments to the relevant basis for the implementation of the area of critical infrastructure protection. Critical infrastructure is, by its nature and content, extremely complex and from this perspective requires an interdisciplinary approach that is also reflected in the preparation of a strategic and legislative framework. Another very important factor is in the legislative field also the transfer of foreign legal solutions and practices into the legal system of the Republic of Serbia. All countries in transition have been exposed to this, especially those which have joined or are in the phase of integration into the EU. Due to the huge amount of legal

regulations, which must be reconciled through negotiation areas, adapted or newly adopted, it is often reached for the shortest route, namely the direct attribution of the solutions to the national legal framework. This path is without taking into account national specifics and good practices extremely harmful and the most frequently enacted situation in reality deviates significantly from the immediate needs of a dynamic environment. The model builders are very well aware of this and have paid special attention and warning to this problem. However, the international dimension and the need for harmonization of legal regulations also have positive implications, especially in the perception of the importance of the mentioned field of critical infrastructure protection in the ruling political structures in the Republic of Serbia, which are currently responsible for the political and the resulting administrative support to this nationally important project.

There is a fear that was considered in the preparation of the Serbian model, in order to transfer the legal over-regulation that is present in other areas also to the field of critical infrastructure protection. In any event, a very meaningful approach should be taken to the preparation of legal and regulatory provisions and in particular the relationships should be harmonized with all the other strategic, normative and other requirements.

3.3 The establishment of an adequate system of public-private partnership and trust among all stakeholders in the field of critical infrastructure protection

Establishing a proper system of public-private partnership in the area of critical infrastructure protection is a constantly ongoing process, which practically never ends. However, this component is one of the utmost importance for the effective establishment and in the later period the functioning of critical infrastructure protection. In making a strategic and legislative frameworks in the Republic of Serbia, it is necessary to ensure the widest possible participation of proposals. This is an important basis for the establishment of long-term trust among all partners in the process of critical infrastructure protection in the Republic of Serbia. The proposed model respectively the "bottom-up" approach will in some forums that will be set up by the Republic of Serbia to exchange views and participation in the development of the system of critical infrastructure protection, have to be very clearly defined whether it is a voluntary association, or the matter will at a particular point¹ become a compulsory form of association. In any case, it is also necessary in the case of voluntariness to clearly impose certain limits and arrangements of functioning of the national forum for critical infrastructure

¹ See comment on page 3, where it will be necessary to change the approach at some stage.

protection. Each participating entity needs to meet the agreed things that will be adopted in the forum. Also the cultural dimension of the agreement on the sharing of important information, which will be aimed at the general public, will have a major importance. This factor is of great importance and it is impossible to regulate only by adopting certain legal frameworks under the Law on public-private partnership, or the Law on the protection of classified information, or the protection of business secrets. The fact is that we have in this part at least two key categories of information, ie. the information that is essentially important for ensuring national security and on the other hand, the information that represent important business data in the business environment, which may reduce the competitive advantage of a company which manages critical infrastructure. In particular, it will come to the fore in cases when ownership passes into private hands and several companies that will be in the logic of market economy between them in competition will appear in a certain area. At this time, in the Republic of Serbia this should not pose a major problem as most of the major infrastructure companies are currently in state ownership and in most cases monopolists. Exempt is only the area of banking, where competition is very fierce. In this part, the Central Bank of Serbia will also need to play its role besides the state. This fact can be at the stage of drafting legislative framework and its establishment even a positive aspect, which with good ties between the ruling policy and strategic management in these companies can quickly deliver relevant results. Of course, it must be considered that the level of awareness in the two structures will be at an appropriately high level. In any case, the academic environment can play an important role in building this trust, offering a suitable platform for the initiative meetings, which will constitute an informal beginning of an important process.

3.4 Establishment of the relevant criteria for determining critical infrastructure in the Republic of Serbia

The definition of the criteria for determining critical infrastructure is a key issue of any building of this system. The Republic of Serbia in this context is no exception. This fact and the conclusion is defined in the proposed model for the establishment of the system of critical infrastructure protection in the Republic of Serbia. Rightly we may ask ourselves the question whether the proposed national forum for CI is that body which will produce the final starting points for the adoption of criteria for determining critical infrastructure. In any event, it is and it should be an important stakeholder in the management of professional discussion and formulation of key proposals. An essential component that must be clear in the awareness of

how important it is to determine the criteria for the preparation and adoption of appropriate criteria for determining what in the Republic of Serbia is actually critical infrastructure. The definition of the criteria is directly related to the extent of which systems, processes and activities will become critical infrastructure. This directly pulls behind the provision of adequate resources which will have to be provided by all stakeholders in the system of the protection of this infrastructure. In any case, the admission of the criteria for the determination of the critical infrastructure will be a political act since the professionally prepared proposal will be adopted by the Government of the Republic of Serbia, where certain political interests will be established. The Republic of Serbia will have to, in this process of public-private partnership, clearly realise that the total cost and providing resources will not be able to fully pass on the shoulders of businesses or organisations that manage critical infrastructure. This participation of providing resources should be adequately defined and guaranteed by both sides. Of course, the danger of promoting the interests of individual groups can occur during the phase of the preparation of the criteria, where with the expansion of the definition of critical infrastructure in specific sub-sectors, these stakeholders of the state administration or the economy in the continuation would expect a larger share of the budget or other financial sources. An excessive and unrealistic definition of the criteria for determining the critical infrastructure could result in the creation of a theoretically defined system which in practice cannot be established. The struggle to increase the impact among the institutions of the state administration represents a very important risk, which does not have a negative impact only in the field of the criteria but also in the field of the authority of control and subsequent management of the system of critical infrastructure, and, consequently, a higher impact and financial resources.

3.5 The establishment of an appropriate system of a clear definition of authorities and responsibilities in the field of critical infrastructure protection

As was already indicated above, the factor of clear authority and responsibilities is the next important moment that should be considered when establishing an effective system of critical infrastructure protection. In this work, not only relationships tied to participation of individual ministries or government departments are problematic, but it is also necessary to take into account the relationships among businesses, especially those which are in competition on the same sub-sector of critical infrastructure management. The next moment, which is forgotten in certain analyses, is the relationship between the state and local level of governance. In this

relationship it may come due to the unsettled relations of jurisdiction and control to certain disagreements, which can result in a worse functioning of critical infrastructure protection. In the Republic of Serbia, this problem should not be so acute as it is on a worldwide scale a smaller country. Critical infrastructure should be because of its importance in a systemic approach centrally managed. Of course, it is necessary through various forms of cooperation to ensure that in developing a system of critical infrastructure protection local interests and needs will also be taken into account in the Republic of Serbia. In any event, the measures taken by the Republic of Serbia in the field of security and elimination of consequences of natural disasters have a special role in this relationship. Here, in the systemic view of the response, the local community has a very important role. From this point of view, this coordination and a clear division of authorities and responsibilities is extremely important also in the field of critical infrastructure protection. In this regard, a cross-sectoral coordination group established under the logistic support of the Sector for Emergency Management of the Ministry of Interior will have a very important role.

In this context, the functioning of the National Security Council should be mentioned, which requires to be appropriately installed in the system of authority and responsibilities and anticipates for a certain part of authority, and thus avoid some duplication or confusion in the area of competence among it, the national forum for critical infrastructure and other planned levels or decision-making bodies.

Among the state institutions and companies which manage critical infrastructure for direct and clear relationships, in addition to the normative basis we suggest the signing of contracts, which for each partner clearly define the authority and responsibilities.

3.6 Implementation of the relevant European normatives in the process of approaching of the Republic of Serbia to the EU

The importance of the adoption of the relevant European normatives has already been partially touched upon in the chapter of legal aspects. It is important to establish the awareness that today's security environment has become very dynamic and it is impossible to manage only at the national level. After the review and establishing the national critical infrastructure, in cooperation with neighbouring countries and in continuation also with the EU, the Republic of Serbia will have to define which part of this infrastructure has cross-border effects. Identifying the part of the so called European critical infrastructure will have to be coordinated at the international level both at the bilateral as well as the European level. The

determination of an appropriate contact point and, of course, of the national body will be needed, which will be responsible for coordinating the preparations for the protection of critical infrastructure at cross-border level. The European orientation of the Republic of Serbia and the need for planning these factors were taken into account in the preparation of the proposal of the model. This is a good signal, but needs more decisive steps in the organisation of first the national field and immediately afterwards also the international field. The academic environment with the leading scientific-research organisations is fully integrated into the international system of research and the exchange of the latest findings in this area. Proof of this is also the RECIPE project. Now a more active involvement in national, governmental and expert level will be needed.

3.7 Financial resources

The limited financial resources can certainly be a significant risk factor or a restriction for the normal development of the system of critical infrastructure protection. More importantly, the financial resources can have influence at a time when the economic crisis is still fairly expressed. The Republic of Serbia is a country in transition which also carries out a process of privatisation of certain companies that are currently state-owned, but are significant operators of critical infrastructure. In this context, a realistic and effective system of protection will be even more important as the funding of this project will in any event take place on the basis of legal provisions and negotiations between the parties, where the state and a private company face each other, which mainly targets particularly good performance and maximum profit. Because of this complex process it will be even more important to preliminary create an adequate understanding of the importance of critical infrastructure protection and on the other hand a high level of trust between the partners in this process. The Republic of Serbia will in the stage of integration into the EU have to step up activities related to projects of drawing on pre-accession funds, which may be allocated to financing certain infrastructure measures and improvements in the field of protection of critical infrastructure.

3.8 Human resources and the system of education of future experts in the field of critical infrastructure protection

Human resources in each system represent one of the most important components of successful operation. In the case of the needs of personnel which will be able to successfully

operate in the field of critical infrastructure protection, we speak about a fairly complex story, which should be considered when planning the development of the system. It is impossible to provide the personnel with the necessary multi-disciplinary knowledge in a very short period of time. It is about the necessary knowledge and especially experience that the experts in the field need to gain in a variety of formal and informal forms of education and training. In this context, it is necessary already in the initial phase of setting up a system of critical infrastructure protection, depending on the needs of the real environment to very quickly develop also the appropriate training programs. Here the academic environment has a very important role and also the responsibility that the program and subject content will be prepared and carried out primarily with quality. In the preparation and execution of training it is necessary to monitor the needs of target groups which are in a certain part different because we talk on the one hand about the national-security environment, and on the other hand, the business environment, where the skills and experience necessary are different to a certain extent. The changes in the dynamic security environment anyway force us into permanent change and upgrading of the existing contents, taking into account lessons learned, good practices and certain experience gained in the national and international professional environment.

4 ANALYSIS AND CONCRETE EVALUATION OF THE FEASIBILITY OF THE PROPOSED STEPS TO GIVE EFFECT TO THE SERBIAN MODEL FOR THE ESTABLISHMENT OF CRITICAL INFRASTRUCTURE PROTECTION

Step 1: Assign responsibility

The foreseen step is entirely feasible.

Not feasible	Partially feasible	Entirely feasible
		X

Indicators

Positive:

- The state of threat calls for urgent measures to establish a system the Basis for raising awareness about the importance of adequate CI protection;

- Identification and assignment of relevant persons among experts dealing in different fields with security processes that can be linked to the system of CI protection;
- Establishment of a national forum of experts is an administrative task;
- The decision of the Government of the Republic of Serbia to set Direction for Risk and Emergency Management for co-ordinating body that will provide logistical and administrative support to the functioning of the national forum;
- The basis for the strengthening of public-private partnership;

Negative:

- The level of knowledge and experience of the proposed personnel;
- Difficult to achieve the consensus on important decisions in relation to the diversity of the composition of the mentioned forum;
- Attempt of enforcing the narrow interests contrary to national interests;
- Opposition to the Ministry of Defence or Ministry of Interior for the appointment of the Directorate for the co-ordinating body of support to the national forum;

Indicators for assessing progress:

- Implementation of the agreed deadlines;
- Number of participating organisations and representatives;
- Percentage of carried out set tasks;
- Quality of support of the ruling policy and strategic leadership in companies;
- Number of events organised by the national forum for CI.

Figure 1: SWOT analysis of step 1

<p>Strengths</p> <ul style="list-style-type: none"> - Identification of experts from various fields; - Establishing a national forum for CI; - Strengthening the national network of experts; 	<p>Opportunities</p> <ul style="list-style-type: none"> - Raising awareness of the importance of the CI protection; - Arrangement of the important area represented by CI; - Appointment of state institution, which will in future bear the weight of coordination and CI system development; - Sharing experiences and good practices; - Strengthening of public-private cooperation;
<p>Weaknesses</p> <ul style="list-style-type: none"> - Different level of knowledge of experts of forum for CI; - Setting the task of CI protection in companies, as an additional task for the foreseen parties; - Difficult to reach a consensus due to the heterogeneity of the working group; 	<p>Threats</p> <ul style="list-style-type: none"> - Narrow departmental interests which might harm the national interest;

Step 2: Initial assessment

The foreseen step is entirely feasible. But it is necessary to be aware that in this step it is necessary to put more effort for the establishment of appropriate working groups and forms of cooperation. Based on an assessment this represents a key step in the overall-defined process. A successful progress in other planned steps will also depend on it.

Not feasible	Partially feasible	Entirely feasible
		X

Indicators

Positive:

- Creating a comprehensive analysis, where various stakeholders will participate and serve as a good basis for the further implementation of measures;
- Through the process of making it will also be found which experts, enterprises and organisations may due to the level of knowledge and experience assume a more important role in the formation of the system of CI protection;

- Raising awareness of the importance of CI protection in all segments of society (government, business academic and other environments);
- Increasing importance of Direction for Risk and Emergency Management, as a coordinating body that will in the next steps play an important role for the successful construction of the system of CI protection;
- The analysis will be a good basis for the international cooperation in the field of CI protection;

Negative:

- It will be very difficult to attract the participation of relevant personnel, in particular the strategic management of companies that do not put this problem in an important position of priorities;
- The level of knowledge and experience of the proposed personnel;
- Difficult achievement of consensus on important decisions in relation to the diversity of the composition of the mentioned forum;
- Attempts of implementing the narrow interests contrary to national interests;
- A very large group of participants which will be very difficult to coordinate;
- The factor of how the Direction for Risk and Emergency Management will accept the role of the academic community, particularly the makers of this RECIPE project, which are the key to a successful analysis in accordance with the agreed;

Indicators for assessing progress:

- Creating a comprehensive analysis;
- Implementation of the agreed deadlines;
- Number of participating organisations and representatives;
- Percentage of carried out set tasks;
- Quality of support of the ruling policy and strategic leadership in companies;
- Number of events organised by the national forum for CI.

Figure 2: SWOT analysis of step 2

<p>Strengths</p> <ul style="list-style-type: none"> - Identification of experts and organisations, which will have a leading role in the process of formation of the CI system; - Strengthening the role of the Directorate; - Strengthening the role of a national forum for CI; - Strengthening the national network of experts; 	<p>Opportunities</p> <ul style="list-style-type: none"> - Obtaining high-quality analyses that will serve as the basis for the continuation of set steps; - Raising awareness of the importance of the CI protection; - Arrangement of the important area represented by the CI; - Sharing experiences and good practices; - Beginning the formulating of basic sectors of CI through the analysis;
<p>Weaknesses</p> <ul style="list-style-type: none"> - The various level of knowledge of experts of forum for CI; - Setting the task of cooperation in the analysis in companies as an additional task of the foreseen parties; - Difficult to reach a consensus due to the heterogeneity of the working group; - Demanding coordination of such a heterogeneous and large group; - Demanding coordination between the Directorate and the academic community (RECIPE) 	<p>Threats</p> <ul style="list-style-type: none"> - Narrow departmental interests which might harm the national interest; - Unsuitably based methodology that will bring a broken image in certain segments; - The strategic management will not respond in companies and contribute a significant part in the project;

Step 3: Initial leverage of existing relations

The foreseen step is according to assessment partially feasible only in this step. At this level of cooperation it is difficult to predict that a framework or the basis for the effective functioning of the public-private partnership will be at the appropriate level, which will enable more efficient cooperation. This is a continuous process, the end-state of which may be difficult to define. A significant attention will need to be devoted to the process of exchange of information and good practices and the establishment of appropriate channels of communications. Only the legislation for the transfer of key information is not a sufficient guarantor for effective process. Confidence building is essential.

Not feasible	Partially feasible	Entirely feasible
	X	

Indicators

Positive:

- Identification of all possible bases and established relationships that will bring an upgrade in the field of trust and thus exchange of relevant information;
- To build cooperation on examples of good practices and contacts between the operators of national-security and business environment;
- Raising awareness of the importance of CI protection in all segments of society (government, business academic and other environments);
- Increasing importance of Direction for Risk and Emergency Management as a coordinating body that will play in the next steps an important role for the successful construction of the system of CI protection;
- Fruitful cooperation in the national forum for CI which will serve to strengthen cooperation between the whole set of participants;

Negative:

- It will be very difficult to attract the participation of relevant personnel, in particular the strategic management of companies that do not put this problem to an important place of priorities;
- It will take a lot of energy and understanding for the raising of trust between all parties. It is a long process which is impossible to complete in a short time;
- The level of knowledge and experience of the proposed personnel;

Indicators for assessing progress:

- Establishment and partial standardisation of the foreseen forms for the establishment of communication;
- Implementation of the agreed deadlines;
- Number of participating organisations and representatives;
- Percentage of carried out set tasks;
- Quality of support of the ruling policy and strategic leadership in companies;

Figure 3: SWOT analysis of step 3

<p>Strengths</p> <ul style="list-style-type: none"> - Identification of good practices and examples of cooperation; - Strengthening the role of the national forum for CI; - Strengthening the national network of experts; 	<p>Opportunities</p> <ul style="list-style-type: none"> - Establishing adequate bases for the exchange of information and their standardisation; - Raising awareness of the importance of the CI protection; - Arrangement of important area represented by CI; - Sharing experiences and good practices;
<p>Weaknesses</p> <ul style="list-style-type: none"> - Different forms of communication channels based on previous established practice; - The dilemma of whether the Directorate employees have sufficient knowledge and skills to manage this process and establish a system to a common denominator and a maximised co-operation; 	<p>Threats</p> <ul style="list-style-type: none"> - Narrow departmental interests which might harm the national interest; - The strategic management will not respond in companies and contribute a significant part in the project;

Step 4: Stakeholder engagement

The foreseen step is in this form partially feasible. The problem with this step is that it is in such a form incorrectly placed in the process. Part of this step must be carried out in steps 1-3. This is the part that relates to training to raise awareness of different target groups of CI managers. The remainder must be included in the national plan for the establishment of the system of CI protection and implemented in step 6.

Not feasible	Partially feasible	Entirely feasible
	X	

Indicators

Positive:

- Activities to engage CI managers which are very well defined and will serve as a good basis for a substantive amendment of the national plan;
- Raising awareness of the importance of CI protection in all segments of society (government, business academic and other environments);

- Increasing the importance of Direction for Risk and Emergency Management as a coordinating body that will play in the next steps an important role for the successful construction of the system of CI protection;
- Establishment of appropriate models and programs for the training of professionals in the field of CI protection;
- Strengthening the role of the academic environment and its role in the CI protection;
- Enhancing cooperation in the field of public-private partnership;
- Development of common methodology for risk assessment;

Negative:

- Incorrect positioning of the step, thereby reducing the impact of the measures envisaged;
- The level of knowledge and experience of personnel who will be involved in the activities;
- Attempts of implementing the narrow interests contrary to national interests;

Indicators for assessing progress:

- The number of prepared and adopted standards;
- Number of risk assessment;
- Implementation of the agreed deadlines;
- Number of participating organisations and representatives;
- Percentage of carried out set tasks;
- Quality of support of the ruling policy and strategic leadership in companies;
- Number of events organized by the national forum for CI and other institutions.

Figure 4: SWOT analysis of step 4

<p>Strengths</p> <ul style="list-style-type: none"> - Good base to complement the national plan; - Strengthening the role of Directorate; - Strengthening the role of the national forum for CI; - Strengthening the national network of experts; - Strengthening the public-private partnership; - Strengthening the academic environment and its role in the field of CI protection; 	<p>Opportunities</p> <ul style="list-style-type: none"> - Raising awareness of the importance of the CI protection; - Arrangement of important area represented by CI; - Sharing experiences and good practices; - Obtaining new standards; - Creation of risk assessments as a basis for further action; - Acquisition of the bases for the upgrading of early warning systems and exchange of confidential information;
<p>Weaknesses</p> <ul style="list-style-type: none"> - Incorrect positioning of step 4; - The various level of knowledge of experts of forum for CI; - Demanding coordination of such a heterogeneous and large group; - Very extensive expertise areas of engagement of all managers; - The dilemma of whether there is sufficient expertise within the Directorate personnel to be able to cope with the support and coordination tasks. 	<p>Threats</p> <ul style="list-style-type: none"> - Narrow departmental interests which might harm the national interest; - The strategic management will not respond in companies and contribute a significant part in the project;

Step 5: Develop a national plan

The foreseen step is entirely feasible.

Not feasible	Partially feasible	Entirely feasible
		X

Indicators

Positive:

- The topics identified by the RECIPE research team are a very good framework for the elaboration of the national plan;
- With the inclusion of the part of the content of step 4 this national plan will set the systemic measures in the field of critical infrastructure protection even more comprehensively;

- Raising awareness of the importance of protection in all segments of society (government, business academic and other environments);
- Well-conceived plan will be a solid basis for systemic implementation of measures on a whole series of areas that are required by the interdisciplinarity of the field of critical infrastructure protection;
- Preliminary analysis of the situation, which will be carried out in step 2 will be an indispensable basis for the preparation of the national plan;
- Increasing the importance of Direction for Risk and Emergency Management as a coordinating body that will play in the next steps an important role for the successful construction of the system of CI protection;
- Ensuring the strengthening of cooperation in the field of public-private partnerships with the inclusion of the business environment;
- Providing expertise bases, which will lead to the adoption of normative solutions in the field of critical infrastructure protection with the inclusion of a public-private partnership, the transmission of confidential information and in the ultimate consequence of the organisational placement of the National Centre for Critical Infrastructure;

Negative:

- Adequate awareness is needed that the national plan should be very detailed and long-term;
- The level of knowledge and experience of personnel who will prepare the national plan;
- Attempts of implementing the narrow interests contrary to national interests;
- A very difficult task of establishing the indicators that will enable the monitoring of performance in a whole series of areas;

Indicators for assessing progress:

- An established national plan;
- The number of prepared and adopted standards;
- Implementation of the agreed deadlines;
- Number of participating organisations and representatives;
- Percentage of carried out set tasks;
- Quality of support of the ruling policy and strategic leadership in companies;

- The number of consultations carried out in the organisation of the national forum for CI and other institutions that will be organized in the field of the preparation of the national plan.

Figure 5: SWOT analysis of step 5

<p>Strengths</p> <ul style="list-style-type: none"> - A good base of the RECIPE project for making the national plan; - Strengthening the role of Directorate; - Strengthening the role of the national forum for CI; - Strengthening the national network of experts; - Strengthening the public-private partnership; - Strengthening the academic environment and its role in the field of CI protection; - Quality analysis of step 2 a good basis for drawing up the plan; 	<p>Opportunities</p> <ul style="list-style-type: none"> - Raising awareness of the importance of the CI protection; - Arrangement of important area represented by CI; - Sharing experiences and good practices; - Obtaining new standards; - Creation of risk assessments as a basis for further action; - Acquisition of new standards and the bases for concrete steps in the field of CI protection, in particular the establishment of public-private partnership, the exchange of confidential information and the establishment of the National Centre for Critical Infrastructure;
<p>Weaknesses</p> <ul style="list-style-type: none"> - It is necessary to recognise that the national plan should be based on the realisation of a long-term basis; - The various level of knowledge of experts of forum for CI; - Demanding coordination of such a heterogeneous and large group; - Very extensive expertise areas of engagement of all managers; - A very difficult task of establishing the indicators that will enable the monitoring of performance in a whole series of areas; - The dilemma of whether there is sufficient expertise within the Directorate personnel to be able to cope with the support and coordination tasks. - The level of knowledge of experts who will prepare the national plan. 	<p>Threats</p> <ul style="list-style-type: none"> - Narrow departmental interests which might harm the national interest; - The strategic management will not respond in companies and contribute a significant part in the project;

Step 6: Implementation of the national plan

The foreseen step is entirely feasible.

Not feasible	Partially feasible	Entirely feasible
		X

Indicators

Positive:

- Quality construction of a national plan will be the basis for quality implementation;
- Making clear instructions to carry out individual areas will provide faster and more efficient implementation of the national plan;
- Raising awareness of the importance of protection in all segments of society (government, business academic and other environments);
- A well-conceived plan will be a solid basis for systemic implementation of measures on a whole series of areas that are required by the interdisciplinarity of the field of critical infrastructure protection;
- Clearly expressed contractual obligations will be the guarantor for the effective implementation of the obligations and will be the basis for strengthening public-private partnerships;
- Increasing the importance of Direction for Risk and Emergency Management as a coordinating body that will in this part of demonstrate its coordinative capability;
- Providing expertise bases which will lead to the adoption of normative solutions in the field of critical infrastructure protection with the inclusion of public-private partnership, the transmission of confidential information and in the ultimate consequence of the organisational placement of the National Centre for Critical Infrastructure;

Negative:

- Poor preparation of the national plan will be a problem in the implementation;
- Adequate awareness is needed that the national plan should be designed very detailed and long-term;
- The level of knowledge and experience of personnel who will prepare the national plan;

- Attempts of implementing the narrow interests contrary to national interests;
- A very difficult task of establishing the indicators that will enable the monitoring of performance in a whole series of areas;
- Limited financial resources;
- Inadequate support of the management of organisations that manage CI may limit the quality of performance.

Indicators for assessing progress:

- Implementation of the national plan;
- Implementation of the agreed deadlines;
- Number of participating organisations and representatives;
- Percentage of carried out set tasks;
- Quality of support of the ruling policy and strategic leadership in companies;
- The number of consultations carried out in the organisation of the national forum for CI and other institutions that will be organised in the field of the implementation of the national plan.

Figure 6: SWOT analysis of step 6

<p>Strengths</p> <ul style="list-style-type: none"> - A national plan is a good basis for the realisation of the tasks; - Strengthening the role of Directorate; - Strengthening the role of the national forum for CI; - Strengthening the national network of experts; - Strengthening the public-private partnership; - Strengthening the academic environment and its role in the field of CI protection; 	<p>Opportunities</p> <ul style="list-style-type: none"> - Raising awareness of the importance of the CI protection; - Arrangement of important area represented by CI; - Sharing experiences and good practices; - Acquisition of new standards and the bases for concrete steps in the field of CI protection, in particular the establishment of public-private partnership, the exchange of confidential information and the establishment of the National Centre for Critical Infrastructure;
<p>Weaknesses</p> <ul style="list-style-type: none"> - It is necessary to recognise that the national plan should be based on the realisation of a long-term basis; - The various level of knowledge of experts of forum for CI; - Demanding coordination of such a heterogeneous and large group; - A very difficult task of establishing the indicators that will enable the monitoring of performance in a whole series of areas; - The dilemma of whether there is sufficient expertise within the Directorate personnel to be able to cope with the support and coordination tasks; - The level of knowledge of experts who will prepare the national plan; - The level of knowledge of expert personnel who will prepare the national plan; - Limited financial resources. 	<p>Threats</p> <ul style="list-style-type: none"> - Narrow departmental interests which might harm the national interest; - The strategic management will not respond in companies and contribute a significant part in the project;

Step 7: Monitor implementation and evaluate results

The foreseen step is entirely feasible.

Not feasible	Partially feasible	Entirely feasible
		X

Indicators

Positive:

- High-quality control and monitoring of the implementation of the national plan will give the relevant institutions adequate information on the effectiveness of implementation and the necessary changes in specific fields;
- Making clear criteria will significantly contribute to the quality and performance of control;
- Raising awareness of the importance of protection in all segments of society (government, business academic and other environments);
- Clearly expressed contractual obligations will be the guarantor for the effective implementation of the obligations and will be the basis for strengthening public-private partnerships;
- Increasing the importance of Direction for Risk and Emergency Management as a coordinating body that will in this part of demonstrate its coordinative capability;
- Complete implementation of the national plan, which will entail systemic regulation of critical infrastructure protection in the Republic of Serbia.

Negative:

- Poor preparation of the indicators and criteria of control of the national plan will be a problem in the implementation;
- Adequate awareness is needed that the realisation of the national plan should be carried out over a longer period and the results can not be expected overnight;
- The level of knowledge and experience of personnel who will carry out the control of the implementation of the national plan;
- Attempts of implementing the narrow interests contrary to national interests;
- A very difficult task of establishing the indicators that will enable the monitoring of performance in a whole series of areas;
- Limited financial resources;
- Inadequate support of the management of organisations that manage CI may limit the quality of performance.

Indicators for assessing progress:

- The scope of the realisation of the national plan;
- The number of checks carried out;

- Implementation of the agreed deadlines;
- Number of participating organisations and representatives;
- Percentage of carried out set tasks;
- Quality of support of the ruling policy and strategic leadership in companies;.
- The number of consultations carried out in the organisation of the national forum for CI and other institutions that will be organised in the field of the implementation of the national plan.

Figure 7: SWOT analysis of step 7

<p>Strengths</p> <ul style="list-style-type: none"> - The criteria and indicators are a good basis for the realisation of the foreseen tasks; - Strengthening the role of Directorate; - Strengthening the role of the national forum for CI; - Strengthening the national network of experts; - Strengthening the public-private partnership; - Through the implementation of the control of the implementation a clear picture of the situation is created. The process of learning from experience is carried out through the analysis; 	<p>Opportunities</p> <ul style="list-style-type: none"> - Raising awareness of the importance of the CI protection; - Arrangement of important area represented by CI; - Sharing experiences and good practices; - Acquisition of new standards and the bases for concrete steps in the field of CI protection, in particular the establishment of public-private partnership, the exchange of confidential information and the establishment of the National Centre for Critical Infrastructure;
<p>Weaknesses</p> <ul style="list-style-type: none"> - It is necessary to recognise that the national plan should be based on the realisation of a long-term basis; - The various level of knowledge of experts of forum for CI; - Difficult to coordinate the control of the implementation of such a demanding plan; - A very difficult task of establishing the indicators that will enable the monitoring of performance in a whole series of areas; - The dilemma of whether there is sufficient expertise within the Directorate personnel to be able to cope with the support and coordination tasks. - The level of knowledge of experts who will carry out the control of the implementation of the national plan. - Limited financial resources. 	<p>Threats</p> <ul style="list-style-type: none"> - Narrow departmental interests which might harm the national interest; - The strategic management will not respond in companies and contribute a significant part in the project implementation and provide impartial supervision;

Analysis of placement and tasks of the National Center for Critical Infrastructure Protection

The foreseen step is entirely feasible and is entirely dependent on the political will and the decision of the Government of the Republic of Serbia. The organisational placement and extent of the tasks is analysed in further evaluation.

Not feasible	Partially feasible	Entirely feasible
		X

Indicators

Positive:

- Part of the Directorate transforms into the NCIP and thus achieves a continuity of work;
- NCIP represents the pivotal point in the Republic of Serbia, which provides coordination, the conditions for the development of the system of critical infrastructure protection and a contact point for cooperation with international partners;
- Proposed organisational placement directly under the Government of the Republic of Serbia can significantly contribute to the effectiveness of coordination and the more pronounced role of the NCIP;
- Its role becomes a key factor for the field of CI protection in all segments of society (government, business academic and other environments);
- Clearly expressed contractual obligations will be the guarantor for a stronger development and strengthening public-private partnerships;
- Concern for the long-term implementation of the national plan will be more effective at a constant concern of the competent body;
- Centralisation of experts in the field of CIP will have a more important influence on the quality of systemic development of CI;
- Centralisation of resources within the NCIP will provide a more efficient use and higher results in the field of CI protection.

Negative:

- Poor preparation of the proposal for the establishment of NCIP may deter the ruling policy from the adoption of necessary decisions for the establishment;
- Non-systemic approach which would at the founding only normatively foresee the establishment of NCIP will not provide adequate results in practice;
- Attempts of implementing the narrow interests contrary to national interests;
- Too large range of tasks according to current resources;
- Limited financial resources;
- Inadequate support of the ruling policy;
- The placement directly under the Government of the Republic of Serbia can have negative effects in terms of logistical support for the operation of the center.

Indicators for assessing success of NCIP:

- Creation of a legal basis;
- Provision of financial resources;
- Provision of human resources;
- The number of checks carried out;
- Implementation of the agreed deadlines;
- Number of training and consultations;
- Percentage of carried out set tasks;
- Quality of support of the ruling policy and strategic leadership in companies;.
- A system for the exchange of confidential information.

Figure 8: SWOT analysis of the National Center for Critical Infrastructure Protection

<p>Strengths</p> <ul style="list-style-type: none"> - Directorate serves as the basis for the transformation of the NCIP; - Centralisation of tasks and responsibilities of the establishment of the system and its development; - The central institution for the strengthening of public-private partnership; - Increased rationalisation of the use of financial resources and better control of expenditure; - Strengthening the role of the national forum for CI; - Strengthening the national network of experts; - Strengthening the public-private partnership; - Through the implementation of the control of the implementation a clear picture of the situation is created. The process of learning from experience is carried out through the analysis; 	<p>Opportunities</p> <ul style="list-style-type: none"> - Raising awareness of the importance of the CI protection; - Arrangement of important area represented by CI; - A central body for sharing experiences and good practices; - Acquisition of new standards and the bases for concrete steps in the field of CI protection, in particular the establishment of public-private partnership, the exchange of confidential information;
<p>Weaknesses</p> <ul style="list-style-type: none"> - Level of awareness of decision-makers at the national level; - The risk that the scope of the tasks in the initial phase exceeds the available resources; - Demanding coordination among the entire set of authorities and companies in the field of CI ; - Limited financial resources; - Poor cooperation between the Ministry of Internal Affairs and NCIP in the creation of a new body; - The level of knowledge of experts who will be employed in the NCIP; - Limited human resources. 	<p>Threats</p> <ul style="list-style-type: none"> - Narrow departmental interests which might harm the national interest; - The Government of the Republic does not recognise the need for the establishment of a central body;

5 CONCLUSIONS

The feasibility study of the foreseen model of critical infrastructure protection in the Republic of Serbia reflects the fact that it can be implemented in all the foreseen steps. Structurally the study needs to be combined in some parts and thus make the steps with measures more rational and efficient. The academic community with a part of individual experts employed in state institutions will continue to constitute the main professional capacity in the further making and preparation of the national plan of the critical infrastructure protection and in raising awareness on the importance of its protection. However, the political will and determination to establish and systemically regulate this important area of critical infrastructure in the Republic of Serbia remains the main factor.

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