



# VODA ZA PIĆE I LJUDSKO PRAVO: DEZINFORMACIJE I POVERENJE POTROŠAČA

## WATER AND HUMAN RIGHT: DISINFORMATION AND CONSUMER CONFIDENCE

### REZIME

U radu su date osnove i ključni elementi normativnog sadržaja ljudskog prava na vodu za piće. Predstavljena je zakonska inicijativa Evropske komisije čiji je opšti cilj unapređenje postojećih standarda u javnim vodovodnim sistemima, kao i povratak poverenja potrošača i obezbeđenje bezbednog korišćenja vode iz javnih vodovoda u narednim decenijama. U drugom delu rada razmatraju se najnovija srpska zakonska inicijativa (Nacrt zakona o vodi za ljudsku potrošnju), aktuelna pitanja finansijske pristupačnosti vode za piće, kvaliteta vode za piće u javnim vodovodnim sistemima i perspektiva Srbije za poboljšanje pristupa zdravstveno ispravnoj vodi za piće i promovisanje njene upotrebe.

**Ključne reči:** pravo na vodu, dezinformacije, poverenje potrošača

### ABSTRACT

This paper presents basics and key elements of the normative content of the human right to water. A legal initiative of the European Commission, whose general goal is to improve the existing standards in public water supply systems, will rebuild consumers' confidence and ensure safe consumption in the coming decades. The second part of the paper deals with the latest Serbian legislative initiative (the draft Law on Water for Human Consumption), current issues of drinking water affordability, tap water quality and the prospects of Serbia to improve access to the hygienically safe drinking water and to promote its use.

**Key words:** right to water, disinformation, consumer confidence

### 1. UVOD

U najopštijem smislu ljudska prava podrazumevaju univerzalna prirodna prava svakog pojedinca kao ljudskog bića. U međunarodnom pravu koncept ljudskih prava proistekao je kao odgovor na tragična iskustva iz Drugog svetskog rata. Univerzalna deklaracija o ljudskim pravima usvojena je Rezolucijom 217 (III) i proglašena 10. decembra 1948. na sednici Generalne skupštine Ujedinjenih nacija. U uvodu je naglašeno da su nepoštovanje i ignorisanje ljudskih prava vodili ka varvarskim postupcima koji su vređali savest čovečanstva i da je zajednički standard koji treba da dostignu svi narodi i sve države, stvaranje sveta u kojem će ljudska bića uživati slobodu govora i život bez oskudice - bez razlike bilo koje vrste, kao što su rasa, boja, pol, jezik, religija, političko ili drugo mišljenje, nacionalno ili socijalno poreklo, imovina, rođenje ili neki drugi status. Zahtev za usvajanje rezolucije o pravu na bezbednu vodu za piće podnela je organizacija „Blue Planet Project“ [1],

### 1. INTRODUCTION

In the most general sense, human rights comprise universal natural rights of every individual as a human being. In the international law, the concept of human rights emerged as a response to the tragic consequences of the World War II. Universal declaration on human rights was adopted by the General Assembly resolution 217 (III) and proclaimed on 10 December 1948. In its preamble, it was emphasized that disregard and contempt for human rights have resulted in barbarous acts which have outraged the conscience of mankind, and that a common standard of achievement for all peoples and all nations is advent of a world in which all human beings shall enjoy freedom of speech and life without shortage- without any kind of difference, such as race, color, language, religion, political or other opinion, national or social origin, property, birth or other status. Request for adoption of resolution on right to safe drinking water and sanitation was submitted

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a Generalna skupština UN je 2010. usvojila rezoluciju kojom je pravo na vodu za piće proglašeno jednim od osnovnih ljudskih prava. Tom prilikom predstavnica predlagača „Blue Planet Project“ naglasila je da je, u poređenju sa prethodnim vremenima, nedostatak pristupa bezbednoj vodi za piće u 21. veku - najveća povreda ljudskih prava. U duhu savremene teorije države, ljudsko pravo na vodu za piće podrazumeva obavezu države da poštuje, štiti i stvara uslove za ostvarenje tog prava. Najnoviji zakonski predlog, Nacrt zakona o vodi za ljudsku upotrebu (Ministarstvo zdravlja RS, 2017), ne uzima u obzir savremeni pravni okvir koji vodu za piće svrstava u osnovna ljudska prava, prema kome država ima obavezu da poštuje, štiti i stvara uslove za ostvarenje tog prava.

Visok i ekstremno visok stepen neispravnosti vode za piće iz javnih vodovodnih sistema u pojedinim gradovima i regionima u Srbiji, osim najvažnijeg zdravstvenog aspekta, otvara i pitanje delotvornosti prenošenja regulative EU u domaće propise, kao i njihove dosledne primene. *Zato informisanje građana o kvalitetu vode za piće mora biti tačno i pravovremeno i, osim unapređenja poverenja korisnika usluga, u direktnom je odnosu sa podizanjem kvaliteta života. Dezinformacije o kvalitetu vode za piće kojih je na društvenim mrežama kod nas sve više rezultiraju širenjem lažnih ili pogrešnih informacija, a to je najvažnija prepreka koja stoji između poverenja potrošača i informacija koje pružaju isporučioци vode za piće. Sva ova pitanja iz domena stručno-tehničkog upravljanja sistemima vodosnabdevanja i socio-psihološke sfere društva su predmet razmatranja u ovom radu.*

## 2. **NORMATIVNI SADRŽAJ LJUDSKOG PRAVA NA VODU ZA PIĆE**

Rezolucija Generalne skupštine UN poziva države i međunarodne organizacije da pruže finansijsku podršku izgradnji kapaciteta i prenosa tehnologija kroz međunarodnu saradnju i pomoć, posebno zemljama u razvoju, kako bi se povećali naponi da se za sve ljude obezbedi zdravstveno ispravna, čista, dostupna i pristupačna voda za piće, kao i kanalizacija [2]. Ključni elementi normativnog sadržaja ljudskog prava na vodu obuhvataju (1) pravo na dovoljnu količinu vode za podmirenje osnovnih potreba (princip namene korišćenja vode), (2) dostupnost i pristupačnost neophodne količine vode odgovarajućeg kvaliteta i (3) obaveze države i druga prava pojedinaca koja proizlaze iz ovog osnovnog ljudskog prava. Namena korišćenja vode odnosi se na količinu koja je neophodna da se obezbedi voda za piće, pripremu hrane, ličnu i higijenu domaćinstva, kao i da se spreči dehidracija organizma kao smrtna opasnost.

Dostupnost podrazumeva kontinuirano snabdevanje vodom za piće, koje obezbeđuje dovoljne količine prema kriterijumu namene korišćenja. Sa druge

by the Blue Planet Project organization and General Assembly of UN in 2010 adopted the resolution by which right to drinking water was proclaimed as one of the basic human rights. On that occasion, the representative of „Blue Planet Project“ underlined that in comparison with the past, lack of access to drinking water in 21st century is the biggest violation of the human rights. According to the contemporary theory of the state, human right to drinking water comprises obligations that every country is bound to respect, protect and provide conditions for application of this right. The newest proposal of the law, the law draft on water for human consumption (Ministry of Health of RS, 2017), does not take regard the contemporary legal framework under which access to drinking water is a fundamental human right, and according to which the state is bound to respect, protect and provide conditions for fulfillment of that right.

High and extremely high degree of incorrectness (incompliance with the standards) of drinking water from the public water supply systems in some municipalities and regions in Serbia, besides the most important hygienic aspects, opens the question of effective transposing of EU legislation into national regulations, as well as its consistent application. Because of that, information to citizens on drinking water quality shall be accurate and timely and, besides enhancing the confidence of consumers, informing is directly related to raising the life quality. Disinformation on drinking water quality which the more are present on social networks in our country, the more result in spreading of false and inaccurate information, and that is the biggest obstacle between the consumer confidence and information provided by water supply utility companies. All these questions which do not belong only to the professional and technical management of the water supply systems, interfere also in socio- psychological sphere of society, and as such, are considered in this paper.

## 2. **NORMATIVE CONTENT OF THE HUMAN RIGHTS TO DRINKING WATER**

The resolution of the UN General Assembly calls states and international organizations to financially support capacity building and transfer of technology through the international cooperation and assistance, particularly in development countries, in order to increase their efforts to provide sufficient, safe, acceptable, physically accessible and affordable drinking water, and adequate sanitation. [2].

Key elements of the normative content of the human rights to water comprise (1) right to quantity of water which is sufficient for the most basic needs (principle of use purpose), (2) physical accessibility and affordability of the necessary quantity of the water of acceptable quality and (3) obligation of the state and other individual rights which are derived from this fundamental human right. Purpose of the water

strane, dostupnost ima i dimenziju sagledavanja diskriminacije, jer podrazumeva fizičku i finansijsku pristupačnost vode za piće. Fizička pristupačnost se odnosi na siguran i prihvatljiv pristup za sve, koji se mora obezbediti pored svakog stambenog objekta, školske ustanove i mesta rada, ili u njihovoj neposrednoj blizini, tako da se za sve grupe stanovnika osiguraju neophodne količine vode u razumnom vremenskom okviru, uključujući osobe sa posebnim potrebama, decu, starije osobe i žene, na način koji ne ugrožava fizičku bezbednost osoba tokom pristupanja vodi za piće. Finansijska pristupačnost vode se odnosi na troškove priključenja i potrošnje tako da ne predstavljaju prepreku pristupu vodi za piće. Finansijska pristupačnost ne pretpostavlja besplatne usluge, već pravo i obavezu da potrošač zbog nemogućnosti plaćanja ne bude isključen sa sistema javnog snabdevanja vodom – što se odnosi samo na posebne i socijalno opravdane slučajeve, pa se ne može smatrati pravilom.

Obaveze država koje proističu iz ljudskog prava na vodu za piće su osnovne obaveze i odnose se na ostvarenje prava prema kriterijumu količine i kvaliteta, kao što je definisano *namenom korišćenja vode*. Osnovna obaveza predstavlja početak progresivne realizacije ljudskog prava na vodu za piće, od minimuma do progresivne snabdevenosti, u skladu sa raspoloživim vodnim resursima. Da bi se obezbedila finansijska pristupačnost vode, države imaju obavezu da preduzimaju mere socijalne politike primenom instrumenata tarifnog sistema u politici cene vode za piće, kao što su: besplatna voda, niža cena vode, odloženi rokovi plaćanja i subvencije socijalno ugroženim domaćinstvima. U duhu savremene teorije države, ljudsko pravo na vodu za piće podrazumeva obavezu države da poštuje, štiti i stvara uslove za ostvarenje tog prava.

### 3. REVIZIJA EVROPSKE DIREKTIVE O VODI ZA PIĆE

U okviru evropske građanske inicijative „Right2Water” prikupljeno je 1,9 miliona (*online*) potpisa za podršku poboljšanju pristupa bezbednoj vodi za piće svim Evropljanima [3]. Ova inicijativa pozvala je Evropsku komisiju da donese zakonski predlog kojim će se ljudsko pravo na vodu za piće ostvariti na način na koji ga prepoznaju Ujedinjene nacije, sa ciljem da se snabdevanje vodom promovise kao javna usluga koja je svima neophodna. Njihov cilj je bio da se institucije i države članice EU obavežu da obezbede da svi stanovnici uživaju pravo na vodu za piće. Evropska komisija se oglasila 1. februara 2018. zakonskim predlogom kojim nastoji da se potrošači osnaže. Isporučiocima vode za piće, prema ovom predlogu, treba da daju jasnije informacije o kvalitetu i ceni po litru vode, kako bi cena vode iz javnih vodovoda mogla da se uporedi sa cenom flaširane vode [4]. Time treba da se doprinese i ispunjenju ciljeva zaštite životne sredine, koji uključuju smanjenje upotrebe plastične

use is related to the quantity which is required for provision of water for drinking, preparation of food, personal and household hygiene, as well as to prevent the dehydration of an organism as a life-threatening danger.

Accessibility comprises continuous drinking water supply, which provides sufficient quantities in line with the purpose of use principle. On the other hand, accessibility has a dimension of taking into account discrimination too, because it comprises both physical accessibility and affordability of drinking water. Physical accessibility is related to a safe and acceptable access to everyone, which must be provided within, or in the immediate vicinity of the household, educational institution and workplace, so that necessary water quantities are provided in a reasonable timeframe, including to the persons with special needs, children, elderly persons and women, in a way which does not endanger physical safety of the persons during their access to drinking water. Drinking water affordability is related to the costs of connection and consumption, so that they do not impose an obstacle to drinking water access. Affordability does not comprise services free of charge, but a right and obligation that consumer should not be disconnected from the public drinking water supply system, because he is not able to pay, which is related solely to the particular and socially acceptable cases, and therefore cannot be regarded as a rule.

Obligations of the state under the human right to drinking water are fundamental obligations and are related to the fulfillment of this right in accordance with the quantity and quality criteria, as it is specified by the *purpose of water use*. Fundamental obligation comprises a commencement of the progressive application of the human right to drinking water, from the minimum to the progressive supply, in accordance with the available water resources. In order to ensure affordability of water, states are obliged to undertake measures of social policy by applying instruments of tariff system in the drinking water tariff policy, such as water free of charge, lower tariff of water, postponed payment deadlines and subsidies to socially disadvantaged households. In spirit of the contemporary theory of the state, human right to drinking water comprises that the state is bound to respect, protect and provide conditions for fulfillment of that right.

### 3. REVISION OF THE EU DRINKING WATER DIRECTIVE

In the framework of the European Citizens' Initiative „Right2Water”, 1.9 million signatures were collected (*online*) in support to improving access to safe drinking water for all Europeans [3]. This initiative invited European Commission to propose law implementing the human right to water, as recognized by the United Nations, with the aim to promote water supply as a

ambalaže flaširane vode, kao i konačnom ostvarenju ciljeva održivog razvoja.

Novim pravilima od država članica će se zahtevati da poboljšaju pristup za sve ljude, posebno za ranjive i marginalizovane grupe, koje trenutno imaju otežan pristup vodi za piće. To u praksi znači postavljanje opreme koja će omogućiti pristup vodi za piće u javnim prostorima, kao i pokretanje kampanja za informisanje građana o kvalitetu vode za piće iz javnih vodovoda. Važnu promenu predstavlja i predlog internetskog pristupa informacijama o kvalitetu vode za piće i deficitu u snabdevanju, čime će se povećati poverenje korisnika. Cilj revizije Direktive je da se smanji potrošnja flaširane vode, što može doprineti da domaćinstva u EU uštede više od 600 miliona evra godišnje. Polazi se od pretpostavke da će zahvaljujući većem poverenju u vodu iz javnih vodovoda građani moći da smanje plastični otpad od ambalaže flaširane vode. Ažuriranjem Direktive o vodi za piće, Evropska komisija preduzima važan zakonodavni korak i prema sprovođenju "Evropske strategije za plastiku" od 16. januara 2018. Sve su to preduslovi za dostizanje ciljeva održivog razvoja za 2030. (6. cilj) i ciljeva Pariskog sporazuma o klimatskim promenama.

#### 4. DOMAĆE ZAKONODAVSTVO – VODA ZA LJUDSKU UPOTREBU

Evropska građanska inicijativa „Right2Water“ u pozivu Evropskoj komisiji da podnese zakonski predlog kojim će ostvariti ljudsko pravo na vodu za piće, kao glavni cilj navodi da snabdevanje vodom i upravljanje vodnim resursima ne treba da budu podvrgnuti pravilima tržišta EU i da treba da se onemogući liberalizacija vodnih usluga. Na koji način srpsko zakonodavstvo uzima u obzir promenu shvatanja snabdevanja vodom kao javne usluge neophodne za sve?

Uporište predstavlja član 74 (1) Ustava Republike Srbije, koji implicitno prepoznaje pravo na vodu za piće i sanitaciju: "Svako ima pravo na zdravu životnu sredinu i blagovremeno i potpuno obaveštavanje o njenom stanju". Pored zakonskih i strategijskih rešenja, odgovor na ovo pitanje mogu dati nalazi istraživanja o finansijskoj pristupačnosti iz projekta koji je realizovan prema metodologiji Svetske zdravstvene organizacije u okviru aktivnosti "Zajedničkog tela Republike Srbije" na sprovođenju Međunarodne konvencije "Protokol o vodi i zdravlju" [5]. Kvantitativne informacije sadržane u "Vodiču za prikupljanje podataka – 4. odeljak: Upravljanje vodom i kanalizacijom tako da ostanu finansijski pristupačne za sve" pružaju informacije o stepenu ostvarenja ljudskog prava na vodu u Srbiji [6]. Primenom ove metodologije u zadatoj bodovnoj kartici se prikupljaju i vrednuju kvantitativne informacije o finansijskoj pristupačnosti u okviru tri oblasti: (1) javna politika u cilju osiguranja finansijske pristupačnosti vode i kanalizacije; (2) tarifne mere i (3) mere

public service which is necessary to everyone. Their aim was that institutions and EU member states bind themselves to ensure that all inhabitants enjoy right to drinking water. The European Commission presented a legislative proposal to empower customers. Water suppliers, according to this proposal, should provide clearer information on quality and price per liter of water, so that the price of water from the public water supply could be compared to the bottled water price [4]. This should contribute to achieving the goals of environment protection, which include reduction of use of plastic bottles for water, as well as ultimate fulfillment of sustainable development goals.

New rules will require that member states should improve access to all citizens, particularly to vulnerable and marginalized groups, which currently have difficult access to drinking water. In practice, that applies to installation of equipment for enabling access to drinking water in public spaces and undertaking campaigns for informing citizens on quality of drinking water from public waterworks. An important change is also proposal for online access to information on quality of drinking water and deficiencies in water supply, which will increase consumers' confidence. The aim of revision of the Drinking water directive is to reduce consumption of bottled water, which can help EU households to save more than 600 million Euro annually. According to the assumption of greater confidence in water from the public waterworks, citizens will be able to reduce plastic waste from bottled water. By updating the Drinking water directive, European Commission also is undertaking an important step toward implementation of "European strategy for plastics" from 16th January 2018. All these represent preconditions for achieving the goals of sustainable development for 2030 (6th goal) and goals of Paris Agreement on climate changes.

#### 4. NATIONAL LEGISLATION – WATER FOR HUMAN CONSUMPTION

European Citizens' Initiative „Right2Water“ in its call to European Commission to propose law implementing the human right to drinking water, as a main aim specifies that water supply and water resources management should not be subject to EU market rules and that liberalization of water services should be prevented. How does the Serbia's legislation take into account a change in the perception of water supply as a public service necessary for all?

A support can be found in the Article 74 (1) of Constitution of Republic of Serbia, in which right to water and sanitation is implicitly recognized: "Everybody has a right to healthy environment and timely and comprehensive informing on its state." Besides legislative and strategic solutions, the answer to this question could be given based on findings of the research of affordability from the project implemented in line with methodology of the

socijalne zaštite. Mere socijalne zaštite obuhvataju tri grupe pitanja: (a) državni organi su analizirali uticaj različitih alternativa u kontekstu rešavanja problema finansijske pristupačnosti kroz mere socijalne zaštite; (b) mere socijalne zaštite su uključene u strategiju za rešavanje problema finansijske pristupačnosti; (c) mere socijalne zaštite za rešavanje problema finansijske pristupačnosti su sprovedene. Za sve oblasti i grupe pitanja obrazloženja rezultata data su kroz primere (korišćena sredstva za verifikaciju i zvanični dokumenti) i pouzdanost odgovora (visoka, srednja, niska). Ukupan skor u bodovnoj kartici se dobija sabiranjem bodova (da=3, u velikoj meri=2, u ograničenom obimu=1, ne=0). Ukupan skor u ovom istraživanju, od maksimalna tri boda, je skromnih 0,9 bodova. Nedovoljna obuhvaćenost finansijske pristupačnosti kako javnom politikom, tako i tarifnim merama i merama socijalne zaštite dovoljno govori o nivou nacionalne politike u oblasti upravljanja snabdevanjem vodom i kanalizacijom.

U nacrtu podzakonskog akta kojim ova oblast treba da se uredi, predlaže se da mesečni troškovi za usluge snabdevanja vodom i kanalizacije sa prečišćavanjem ne treba da prelaze četiri odsto raspoloživog prihoda domaćinstva [7]. U Srbiji nije usvojena jedinstvena metodologija za obračun cene snabdevanja vodom za piće sistemom javnog vodovoda i cene sakupljanja, odvođenja i prečišćavanja otpadnih voda sistemom javne kanalizacije. Strategija upravljanja vodama na teritoriji Republike Srbije, kao osnovni dokument za sprovođenje reformi sektora voda za dostizanje potrebnih standarda upravljanja vodama, uključujući i organizaciono prilagođavanje i sistemsko jačanje stručnih i institucionalnih kapaciteta na nacionalnom, regionalnom i lokalnom nivou, ne uzima u obzir politiku upravljanja vodovodnim i kanalizacionim sistemima kroz finansijski povoljan pristup [8]. Strategija za planirani period (do 2034) predlaže srednju projektovanu ekonomsku cenu vode od oko 1,35 evra /m<sup>3</sup> (bez poreza na dodatu vrednost), s tim da mesečni račun ne prelazi četiri odsto prosečnog raspoloživog prihoda domaćinstva.

Osim „Strategije za smanjenje siromaštva u Srbiji“ (2012) i Zakona o socijalnoj zaštiti (poglavlje „Opšti uslovi za ostvarivanje prava na socijalnu pomoć“) u ovoj oblasti ne postoje druga zakonska rešenja. Na lokalnom nivou u JKP za snabdevanje vodom i kanalizaciju, koje su osnovale jedinice lokalne samouprave, osim sporadične i selektivne primene instrumenta socijalne zaštite, u najširem smislu ne postoji „politika koja se bavi finansijskom pristupačnošću vode i kanalizacije“. Ni najnoviji zakonski predlozi se ne razlikuju. Jedan od osnovnih nedostataka Nacrta zakona o vodi za ljudsku upotrebu (Ministarstvo zdravlja RS, 2017) je da ne uzima u obzir savremeni pravni okvir koji vodu za piće svrstava u osnovna ljudska prava, prema kome država ima obavezu da poštuje, štiti i stvara uslove za ostvarenje tog prava [9].

World Health Organization in the frame of activities of the Joint Body of Serbia on implementation of international convention “Protocol on Water and Health”[5]. Quantitative information given in Guideline for data collection – Part 4: Water and wastewater management, so that they remain affordable to everyone present information on degree of application of this right in Serbia [6]. By applying this methodology in points card quantitative information on affordability are collected and pondered in three areas: (1) public policy with the aim to ensure affordability of water and wastewater services; (2) tariff measures and (3) social policy measures. Social policy measures comprise three question groups: (a) state authorities analyses the impact of different alternatives in the context of solving affordability issue through measures of social policy; (b) social policy measures are included in strategy for solving problem of affordability; (c) social policy measures for solving affordability issue were implemented. For all areas and question groups explanation of the results were given through examples (applied tools for verification and official documents) and reliability of the answers (high, medium, low). Total score in point card is got by adding points (yes=3, very much=2, in limited volume=1, no=0). Total score in this research, out of maximum three points is modest 0,9 points. Insufficient inclusion of affordability both in public policy and tariff measures and social policy measures speaks about the level of national policy in the field of water supply and wastewater management.

In legislative draft by which this area should be regulated, it is proposed that the monthly costs for water and wastewater services with treatment should not exceed four percent of the available household income. [7]. disposal of In Serbia, there universal methodology for calculating the tariff of drinking water supply from the public waterworks and tariff of collection, treatment and disposal has not been adopted yet. Water management strategy for the territory of the Republic of Serbia, as a fundamental document for implementation of reforms of the water sector for achieving the necessary standards of water management, including organizational adaption and systematic development of professional and institutional capacities at the national, regional and local levels, does not take into account policy of water supply and sewage system management through a financially favorable approach [8]. Strategy for the planning period (until 2034) suggests medium designed economic tariff of around 1,35 Euro /m<sup>3</sup> (without VAT), provided that monthly invoice does not exceed four percent of the average available household income.

Besides „Strategy for reduction of poverty in Serbia“(2012) and Law on Social Protection (Chapter „General conditions for fulfillment of the right to social assistance“) in this area other legislative solutions do not exist. At the local level, PUCs for drinking water supply and wastewater services with treatment, founded by local government units, besides occasional



## 5. KVALITET VODE ZA PIĆE – DEZINFORMACIJE I POVERENJE POTROŠAČA

Prema standardima Svetske zdravstvene organizacije (WHO) bezbednom vodom za piće smatra se voda koja ne predstavlja opasnost po zdravlje pri konzumiranju tokom života, jer ne sadrži mikrobiološke patogene organizme, hemijske, i radiološke agense. Praćenje zdravstvene ispravnosti vode za piće u javnim vodovodnim sistemima u Srbiji obavlja se u okviru Programa od opšteg interesa Ministarstva zdravlja, Podprograma VII "Praćenje faktora rizika u životnoj sredini koji ugrožavaju zdravlje». Redovno praćenje vrše instituti/zavodi za javno zdravlje pod okriljem Ministarstva zdravlja od 1978. godine. Kvalitet vode za piće razlikuje se i od okruga do okruga i zavisi od samog porekla vode, sastava zemljišta i usklađenosti tehničko-tehnološkog tretmana prerade vode sa kvalitetom sirove vode (Slika 1 i 2), [10]. Fizičko-hemijska i mikrobiološka neispravnost vode za piće iz javnih vodovoda gradskih naselja kako je predstavljeno na „kartama rizika“ su kvalitativni indikatori uticaja na zdravlje iz izvora životne sredine i pokazatelji su rizika od izloženosti fizičko-hemijskim i mikrobiološkim agensima, tako da nikada ne premaše maksimalno dozvoljene koncentracije.

Ova dva indikatora obezbeđuju informacije o rizicima od negativnih uticaja vode za piće u skladu sa sanitarno-higijenskim uslovima i standardima. Posebno je nedopustivo visok procenat neispravne vode za piće koja se distribuira stanovništvu u Vojvodini (77-100% za fizičko-hemijske parametre i 8-33% za mikrobiološke parametre).

Prema riziku od izloženosti, više od 730000 ljudi je u Vojvodini obuhvaćeno javnim vodovodnim sistemima u kojima su u vodi za piće prekoračeni fizičko hemijski agensi, sa dominantno alarmantnim rizikom (Slika 3). Visok i ekstremno visok stepen neispravnosti vode za piće iz javnih vodovodnih sistema u pojedinim gradovima i regionima u Srbiji, osim najvažnijeg zdravstvenog aspekta, otvara i pitanje delotvornosti prenošenja EU regulative u domaće propise i dosledne njegove primene. Revizijom Direktive o vodi za piće EU od država članica će se zahtevati pokretanje kampanja za informisanje građana o kvalitetu vode za piće iz javnih vodovoda. Informisanje je jedan od osnovnih principa demokratskog društva i preduslov za njegov razvoj. *Informisanje* građana o kvalitetu vode za piće mora biti tačno i pravovremeno i osim unapređenja poverenja korisnika usluga u direktnom je odnosu sa podizanjem kvaliteta života. Reč poverenje dolazi od glagola verovati. Verovanje nije znanje o stvarima ili ljudima, već je samo naša pretpostavka ili uverenje o njima. Kada je neko (ili nešto) opravdao naše ranije ukazano poverenje, tada je dostojan poverenja ili verodostojan [12]. Razvojem savremenih komunikacionih tehnologija dominantni kanali za

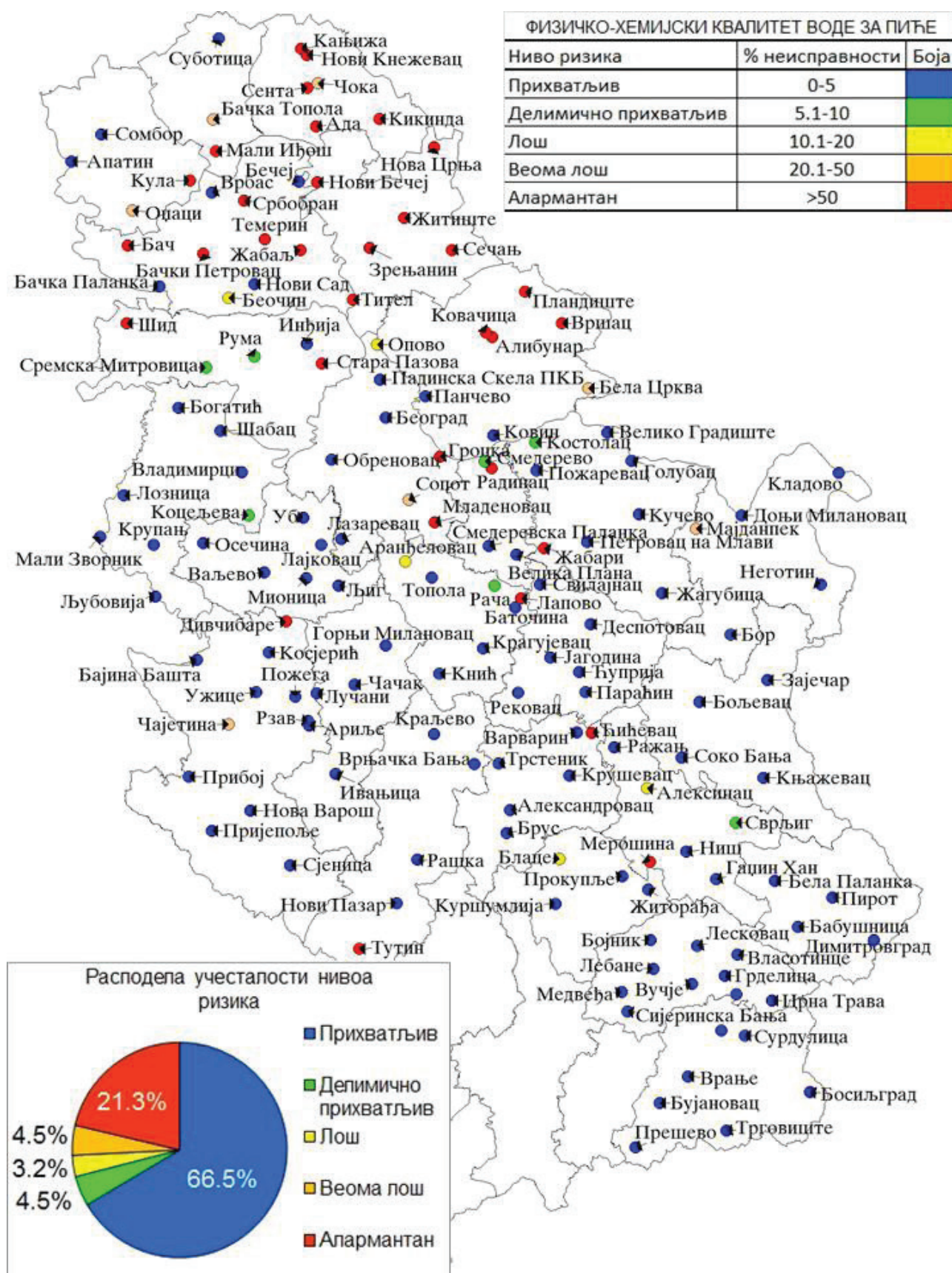
and selective implementation of social protection instruments, in the broadest sense, "policy dealing with water and wastewater services affordability" does not exist. Nor are new legislative proposals different. One of basic drawbacks of the draft law on water for human consumption (Ministry of Health Republic of Serbia, 2017) is that it does not regard contemporary legal framework which classifies drinking water among the fundamental human rights, and according to which the state is bound to respect, protect and create conditions for fulfillment of that right [9].

## 5. DRINKING WATER QUALITY – DISINFORMATION AND CONSUMER CONFIDENCE

According to World Health Organization (WHO) standards, safe drinking water is considered to be water that does not pose any health hazard for consumption over a lifetime because it does not contain microbiological pathogens, chemicals, and radiological agents. Monitoring of health safety of drinking water in public water supply systems in Serbia is carried out within the Program of general interest of Ministry of Health, under Subprogram VII "Monitoring the risk factors in the environment that endanger health". Regular monitoring is carried out by Institutes for public health under the auspices of the Ministry of Health since 1978. Drinking water quality varies from district to district and depends on the very origin of water, the composition of the soil and the compliance of the technical and technological treatment of water treatment with raw water quality (Figures 1 and 2), [10]. Physico-chemical and microbiological drinking water failures from public water supply systems in urban settlements, as presented on "risk maps", are qualitative indicators of environmental impacts and they are indicators of risk of exposure to physical-chemical and microbiological agents, so that they never exceed the maximum permissible concentration.

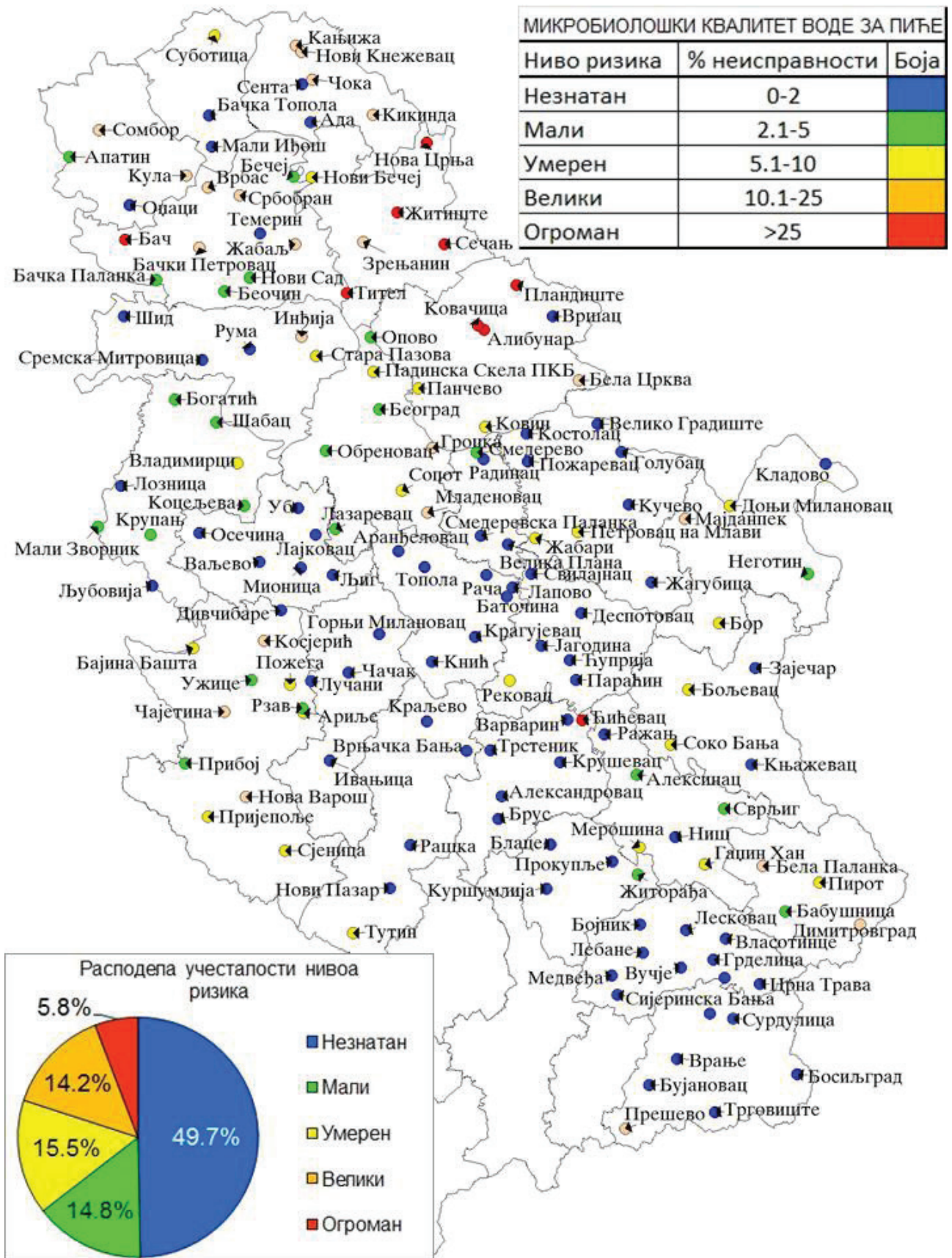
These two indicators provide information on the risk of adverse effects of drinking water in accordance with sanitary and hygienic conditions and standards. A particularly high level of inadequate drinking water is distributed to consumers in Vojvodina (77-100% for physico-chemical parameters and 8-33% for microbiological parameters).

According to risk of exposure, more than 730.000 people in Vojvodina are covered by public water systems in which drinking water physical and chemical agents are exceeded, with dominant alarming risk (Figure 3). High and extremely high drinking water failure rate from public water supply systems in certain municipalities and regions in Serbia, apart from the most important health aspect, also opens the question of the effectiveness of transposing EU regulations into domestic regulations, as well as their consistent application. By revision of EU Drinking Water Directive, Member States will be required to



**Slika 1.** Karta rizika - Fizičko-hemijska neispravnost vode za piće iz javnih vodovoda gradskih naselja (%), Republika Srbija, 2016.

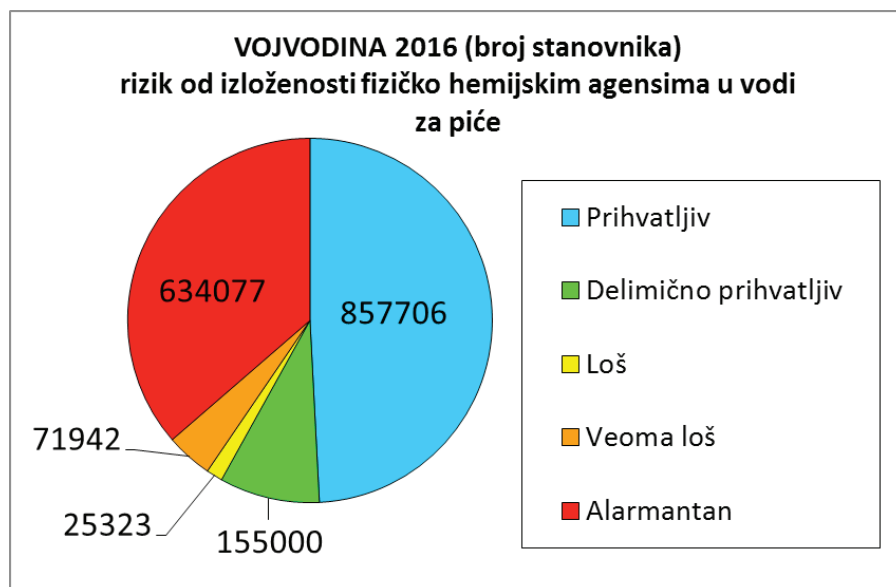
**Figure 1** Risk map - Physico-chemical failures of drinking water from public water supply in urban settlements (%), Republic of Serbia, 2016.



**Slika 2.** Karta rizika - Mikrobiološka neispravnost vode za piće iz javnih vodovoda gradskih naselja (%), Republika Srbija, 2016.

**Figure 2** Risk map - Microbiological failures of drinking water from public water supply in urban settlements (%), Republic of Serbia, 2016.





**Slika 3.** Rizik od izloženosti fizičko hemijskim agensima u vodi za piće na teritoriji AP Vojvodina – javni vodovodni sistemi [10]

**Figure 3** Risk of exposure to physical and chemical agents in drinking water on the territory of AP Vojvodina - public water supply systems [10]

plasiranje dezinformacija su internet platforme, među njima najpopularnije: Twitter, Facebook i Instagram. Ovome je prethodilo generalno nepoverenje u bilo koji izvor informacija, pri čemu internet postaje samo plodno polje za digitalne dezinformacije. Prema Svetskom ekonomskom forumu (*World Economic Forum*, 2016) digitalne dezinformacije i "sajber rat" spadaju u deset globalnih rizika. Tako moderna društvena nauka dobija posebnu oblast sa predmetom studija i istraživačkih projektata koji obrađuju pitanja socijalnih okolnosti koje doprinose širenju digitalnih dezinformacija u sredstvima masovnih komunikacija, [13] i [14].

Dezinformacije o kvalitetu vode za piće kojih je na društvenim mrežama kod nas sve više, kao namerne aktivnosti pojedinaca i grupa koje - ili svesno ili nesvesno - rezultiraju širenjem lažnih ili pogrešnih informacija, najvažnija je prepreka koja stoji između poverenja potrošača i informacija koje pružaju isporučioци vode za piće. Zato je opravdano postaviti pitanje. Zašto su se društvene mreže „usijale“ ovog juna i na vest o metanu u vodi za piće u beogradskom vodovodnom sistemu poverovali i oni od kojih se očekuje stručno mišljenje? Da je ova tema pitanje kojim treba da se pozabavi društvena nauka govori i članak u jednom beogradskom nedeljniku u kome sagovornik iznosi da „neobrazovanje i površno bavljenje informacijama svakako pomažu u širenju lažnih vesti, ali u tome primarnu ulogu imaju emocije“. Kao da je informacija smišljena namerno da izazove strah, jer „dok se glava ohladi i priseti gradiva hemije iz osnovne škole, već je kasno – informacija je postala viralna, kao i strah koji ona izaziva“ [15]. Dostupnost digitalnim medijima, mobilnoj telefoniji pre svega, posebno doprinosi iniciranju i širenju dezinformacija. Preduslov svega je socijalno-psihološka sfera, jer „ljudi lakše primaju informacije koje su u skladu sa njihovim

launch a campaign to inform citizens about the drinking water quality from public water supply. Informing is one of the basic principles of a democratic society and a prerequisite for its development. Informing citizens about drinking water quality must be accurate and timely and, in addition to improving the confidence of users of services, it is directly related to raising the quality of life. Word confidence comes from the verb to believe (in Serbian). Belief is not knowledge of things or people, but only our assumption or faith in them. When someone (or something) justified our previously stated trust, then it is worthy of confidence or credibility [12]. By developing modern communication technologies,

dominant channels for disinformation are internet platforms, among them the most popular ones: Twitter, Facebook and Instagram. This was preceded by general distrust in any source of information, with the Internet becoming the only fertile field for digital disinformation. According to World Economic Forum (2016), digital disinformation and cyber warfare are among ten global risks. Thus modern social science acquires a special field with the subject of studies and research projects that address social issues which contribute to the spreading of digital disinformation in mass communication media, [13, 14].

Disinformation about the drinking water quality, which is increasing in our social networks, as the deliberate activities of individuals and groups that - either consciously or unconsciously - result in the spreading of false or misleading information, is the most important obstacle which stands between consumers' confidence and information provided by drinking water suppliers. It is therefore justifiable to pose the question. Why did social networks heat up this June and people start to believe in the news about methane in drinking water in Belgrade water supply system, even with those from whom expert opinion is expected? That this topic is a question that social science should deal with, also is confirmed by the article in a Belgrade weekly that states that "non-education and superficial dealing with information certainly help spread false stories, but primary role is for emotions". It seems the information is deliberately intended to cause fear, and "while cooling the head down and recalling the chemistry from the elementary school, it is already too late - the information has become viral, as the fear that it causes" [15]. Accessibility to digital media, primarily to mobile phones, contributes to the launching and disseminating disinformation. The precondition of



sistemom vrednosti i uverenja, i činjenice koje su im protivurečne neće lako biti usvojene, jer ljudi teže da izbegnu kognitivni nesklad. Zato često lažne vesti i postistine sadrže informacije koje pothranjuju već postojeće stereotipe u nekoj društvenoj grupi“ [16].

U osnovi stereotipa o kvalitetu vode za piće koju konzumiraju potrošači se nalazi pogrešna i stručno neopravdana pretpostavka zasnovana na netačnim i nepotpunim informacijama. Koliko je stereotip o kvalitetu vode za piće iz nekog vodovodnog sistema teško promenljiva informacija najbolje govori mišljenje o „ne/zadovoljstvu kvalitetom“ potrošača Beogradskog vodovodnog sistema i potrošača u Vojvodini na osnovu rezultata istraživanja [17]. U okviru izrade projekta „Izgradnja kapaciteta lokalne sredine za identifikovanje problema“ sprovedena je anketa u 16 gradova, odnosno opština u Srbiji: Beograd, Voždovac, Novi Beograd, Palilula, Pančevo, Sombor, Zrenjanin, Smederevo, Zaječar, Jagodina, Niš, Piroć, Vranje, Čačak, Kraljevo i Loznica. U cilju dobijanja relevantnih podataka o problemima koji su vezani za vode, sačinjen je upitnik sa većim brojem pitanja koja se odnose na korišćenje voda (vodosnabdevanje i navodnjavanje), zaštitu voda (otpadne vode) i zaštitu od voda (odvodnjavanje i zaštita od poplava). U upitniku su dominirala pitanja vezana vodosnabdevanje i ispuštanje otpadnih voda, a odgovori na pitanja su traženi od stručnjaka iz javnih komunalnih preduzeća za vodovod i kanalizaciju, stručnih službi gradskih zavoda za zaštitu zdravlja, službenika u opštinama na poslovima komunalnih i vodoprivrednih problema, i od stručnjaka Javnog vodoprivrednog preduzeća „Srbijavode“. Analiza pitanja o ne/zadovoljstvu kvalitetom kvalitetom vode za piće iz javnog vodovodnog sistema zaslužuje posebnu pažnju, u odnosu na dominantnu predrasudu/stereotip koji preovlađuje kod potrošača.

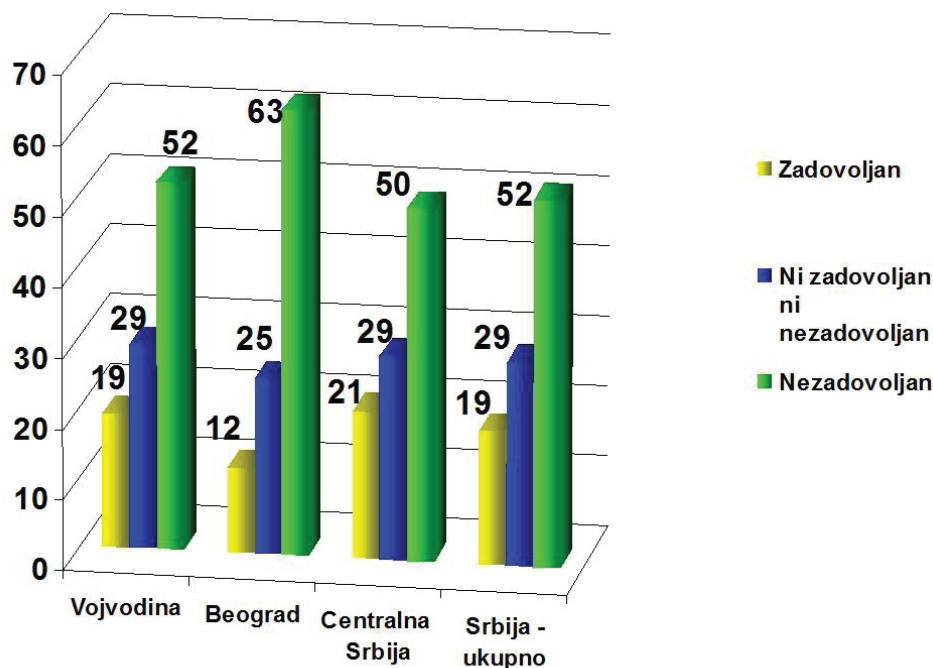
Ukoliko pođemo od **definicija stereotipa** da je to standardizovana mentalna slika koju prihvataju članovi određene grupe i da odražava nekritičnu procenu, onda „naša“ anketa o ne/zadovoljstvu kvalitetom vode za piće potvrđuje **popularnomišljenje** kako su stereotipi netačni i dovode do negativne generalizacije. Broj stanovnika koji se snabdevaju iz javnog vodovodnog sistema u gradu Beogradu i pokrajini Vojvodini je približno isti, dok je kvalitet vode za piće ubedljivo na strani Beogradskog vodovodnog sistema (nivo rizika: fizičko hemijski – prihvatljiv; mikrobiološki – mali), a poverenje na strani vojvođanskih potrošača iako je više od 730000 ljudi izloženo dominantno alarmantnim rizikom (Slika 1, 2, 3 i 4). Neki psiholozi predlažu **definiciju stereotipa** da su to specifična svojstva koja pridajemo ljudima na osnovi njihove pripadnosti određenoj grupi. U našem slučaju, širenje i prihvatanje dezinformacija o prisustvu metana u Beogradskom vodovodnom sistemu treba povezati sa visokim nivoom stereotipa i nepoverenja potrošača koji oni imaju u dužem vremenskom periodu.

Veoma loš kvalitet vode za piće na nivou *alarmantnog* rizika po zdravlje u javnim vodovodnim sistemima na teritoriji Vojvodine i istovremeno odsustvo reakcije potrošača, i sa druge strane aktuelne razmere

everything is socio-psychological sphere, because “for people it is easier to receive information that is in accordance with their system of values and beliefs, and facts that are contradictory to them will not easily be adopted because people tend to avoid cognitive disorder. That is why fake news and half-truths often contain information that feed on existing stereotypes in a social group“ [16].

At the heart of the stereotype of drinking water quality delivered to consumers is the erroneous and professionally unjustified assumption based on inaccurate and incomplete information. How much the stereotype about drinking water quality from a water supply system is hard to change, the best speaks opinion about “not/satisfaction with quality” of Belgrade water supply system consumers and Vojvodina consumers based on the results of the survey [17]. This survey was carried out in 16 towns and municipalities in Serbia: Belgrade, Voždovac, Novi Beograd, Palilula, Pancevo, Sombor, Zrenjanin, Smederevo, Zajecar, Jagodina, Vranje, Cacak, Kraljevo and Loznica, in the framework of the project “Capacity building of the local community for issues identification”,. In order to obtain relevant data on water related issues, a questionnaire was produced with a number of issues related to water use (water supply and irrigation), water protection (wastewater) and protection from the water (drainage and flood protection). The questionnaire was dominated by questions related to water supply and waste water discharging, and answers to questions were requested from experts from public utility companies for water supply and sewerage, professional services of city health institutes, municipal officials in utilities and water management issues, as well as from the experts of the Public Water Management Company “Srbijavode”. The analysis of the issue of non-satisfaction with the quality of drinking water from the public water supply systems deserves special attention, in relation to the dominant prejudice / stereotype prevailing among consumers.

If we proceed from the definition of stereotype that this is a standardized mental picture that is accepted by members of a particular group and reflects a non-critical assessment, then “our” poll on drinking / dissatisfaction with drinking water quality will confirm the popular opinion that stereotypes are inaccurate and lead to a negative generalization. The number of inhabitants that are supplied from the public water supply system in the city of Belgrade and Vojvodina is nearly the same, while the drinking water quality is convincing on the side of Belgrade water supply system (risk level: physically-chemically acceptable; microbiological - small), while confidence prevails on the part of Vojvodina consumers, although more than 730,000 people are exposed to the dominant risk factor (Figure 1, 2, 3, and 4). Some psychologists suggest that stereotypes are defined as specific attributes that we attach to people based on their belonging to a particular group. In our case, the dissemination



**Slika 4.** Ne/zadovoljstvo kvalitetom vode za piće u različitim regionima Srbije [17]  
**Figure 4** Dis/satisfaction with the drinking water quality in different regions of Serbia [17]

dezinformacija o kvalitetu vode za piće iz Beogradskog vodovodnog sistema, kao da odražavaju duh vremena i proizvod su društva i njegove političke i kulturne matrice.

## 6. ZAKLJUČNA RAZMATRANJA

Evropska komisija je objavila zakonski predlog kojim će se ljudsko pravo na vodu za piće ostvariti na način na koji ga prepoznaju Ujedinjene nacije, u cilju promovisanja snabdevanja vodom kao javne usluge neophodne za sve. Ni srpsko zakonodavstvo, ni strateška dokumenta u oblasti voda, ne uvažavaju savremeni pravni okvir koji vodu za piće svrstava među osnovna ljudska prava. Naprotiv, doslednim pozivanjem na načela "korisnik plaća" (Zakon o vodama) i "zagađivač plaća" (Zakon o zaštiti životne sredine) opravdavaju se zahtevi za povećanjem cena snabdevanja vodom i kanalisanja u cilju pokrivanja ukupnih rashoda JKP i stvaranja uslova za njihovo pozitivno poslovanje. Pri tom, zahteva se da se cene za različite korisnike usluga snabdevanja vodom i kanalisanja ne razlikuju. Cena vode se razmatra samo kao ekonomska, ali ne i socijalna kategorija, ne uzimajući u obzir potražnju različitih kategorija korisnika. Bezmalobli dva miliona potpisa podrške poboljšanju pristupa vodi za piće za sve Evropljane, u sadašnjim socio-ekonomskim uslovima u Srbiji imaju drugačiju dimenziju. Istraživanja pokazuju da je linija siromaštva u 2016. godini iznosila 11.694 dinara mesečno po potrošačkoj jedinici, a potrošnju nižu od tog iznosa imalo je 73 posto stanovnika Srbije [18]. Siromaštvo ne beleži trend značajnog smanjivanja i pola miliona stanovnika nije u stanju da zadovolji osnovne egzistencijalne potrebe.

Vodoprivredni sistem je društveni sistem u kome su

and acceptance of disinformation about the presence of methane in the Belgrade water supply system should be connected with a high level of stereotypes and distrust of consumers that they have had for a long time.

Very poor drinking water quality at the level of alarming health risk in public water supply systems on the territory of Vojvodina and at the same time the absence of reaction of consumers, and on the other hand the current situation of disinformation on the drinking water quality from Belgrade water supply system, as reflecting the spirit of the time and product society and its political and cultural matrix.

## 6. CONCLUDING CONSIDERATIONS

European Commission has published a legislative proposal proposing that human right to drinking water should be achieved in the way recognized by United Nations, in order to promote water supply as a public service that is necessary for all. Neither Serbian legislation, nor strategic water documents, regard contemporary legal framework that places drinking water among fundamental human rights. On the contrary, the consistent reference to principles "user pays" (Water Law) and "polluter pays" (Law on Environmental Protection), is justified by the demands for increasing the prices of water supply and wastewater services in order to cover the total expenditures of the PUC and create the conditions for their positive business management. In addition, it is required that prices for different users of water and wastewater services do not differ. The price of water is considered only as an economic, but not a social category, without taking into account the demand of different categories of users. Almost a two million signatures of support to improving access to drinking water for all Europeans have a different dimension in the current socio-economic conditions in Serbia. Research shows that poverty line in 2016 amounted to 11,694 RSD per month per consumer unit, and consumption was lower than that of 73 per cent of Serbia's population [18]. Poverty does not record a significant reduction trend, and half a million people are unable to meet basic existential needs.

Water management system is a social system in which technical-technological subsystems are integrated,



integrisani tehničko-tehnološki podsisemi, među kojima su i javni vodovodni sistemi iz kojih se vodom za piće snabdeva 6,2 miliona stanovnika Srbije. Iskustvo koje stičemo posle kampanje dezinformacija o kvalitetu vode za piće (juni 2018, Beograd) potvrđuje značaj velikog broja informacija zasnovanih na naučnim principima, dobre inženjerske prakse i zakonske regulative koji se moraju uzeti u obzir da bi se obezbedila zdravstveno ispravna voda za piće. Između ostalih osnovnih principa procene i upravljanja rizicima koje treba uvek imati u vidu je i da odgovorni u vodovodnim sistemima moraju da imaju lični osećaj odgovornosti i da su posvećeni obezbeđivanju higijenski ispravne vode za piće i nikada ne smeju da ignorišu žalbe potrošača na kvalitet vode. Potrošači su krajnji ocenjivači kvaliteta vode za piće. Potrošači nisu u stanju da otkriju koncentracije pojedinih zagađujućih materija, ali ne sme se zanemariti njihova sposobnost da raspoznaju promene. Zato sve pritužbe potrošača treba shvatiti ozbiljno jer je to najčešće putokaz za neotkrivene probleme koji bi mogli ugroziti kvalitet vode za piće.

Problemi i izazovi predstavljeni i analizirani u ovom radu se mogu sistematizovati u već ranije postavljenom pitanju i datom odgovoru u vezi sa upravljanjem vodnim resursima: „Koji su dominantni uticaji na promenu upravljanja društvenim sistemom i sistemom vrednosti? Izazov u upravljanju vodnim resursima je upravljanje sistemom, kroz pojedince, organizacije i društvo u okviru životne sredine, tako da se dostigne najbolji mogući rezultat“ [19]. Preduslov za najbolji mogući rezultat je da se pozabavimo konceptom društva i njegove organizacije i veza koje pojedinci imaju jedni sa drugima, a tu su sadržane i norme ponašanja i društveni mehanizmi koji se koriste za regulisanje ponašanja.

among which are public water supply systems from which 6.2 million inhabitants of Serbia are supplied with drinking water. The experience gained after the disinformation campaign on the quality of drinking water (June 2018, Belgrade) confirms the importance of a large number of information based on scientific principles, good engineering practices and legal regulations that must be taken into account in order to ensure healthy drinking water. Among other basic principles of risk assessment and management that should always be kept in mind is that persons in charge for water supply systems must have a personal sense of responsibility and commitment to providing hygienically correct drinking water, as well as to never ignore consumer complaints on water quality. Consumers are the final assessors of drinking water quality. Consumers are not able to detect concentrations of certain pollutants, but their ability to recognize changes must not be ignored. Therefore, all consumer complaints should be taken seriously, as this is the most common way of indication of undetected problems that could jeopardize the drinking water quality.

The problems and challenges presented and analyzed in this paper can be systematized in previously asked question and given answer in relation to water resources management: “What are the dominant influences on changing the management of the social system and the value system? The challenge in managing water resources is to manage the system, through individuals, organizations and society within the environment, so that the best possible result is achieved “[19]. The prerequisite for the best possible result is to deal with the concept of society and its organization and the relationships that individuals have with each other, and there are also norms of behavior and social mechanisms which are used to regulate behavior.

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