EUROPEAN UNION

Committee of the Regions

Implementation of the Sendai Framework at the EU level: the take-up of resilience measures by Local and Regional Authorities

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List of acronyms

CECIS	Common Emergency Communication and Information Centre
COR	Committee of the Regions
CP	Civil Protection
DEVCO	(DG for) International Cooperation and Development
DG	Directorate-General
DRMKC	Disaster Risk Management Knowledge Centre
DRR	Disaster Risk Reduction
EC	European Commission
ECHO	(DG for) European Civil Protection and Humanitarian Aid Operations
EU	European Union
ERCC	Emergency Response Coordination Centre
EUR	Euro
FPI	Service for Foreign Policy Instruments
HFA	Hyogo Framework for Action
ICLEI	Local Governments for Sustainability
LG-SAT	Local Government Self-Assessment Tool
LRAs	Local and Regional Authorities
MS	Member States
UCLG	United Cities and Local Governments
UN	United Nations
UN-HABITAT	United Nations Human Settlements Programme
UNISDR	United Nations Office for Disaster Risk Reduction
USD	US Dollar

Summary

Local and regional authorities (LRAs) have an important role in most of the civil protection systems of the European Union (EU) Member States (MS), a role which is acknowledged at the EU level. As a consequence, they may contribute substantially to the achievement of goals and targets in the fields of disaster risk reduction (DRR) and resilience-building.

The Sendai Framework for Disaster Risk Reduction 2015-2030 agreed in March 2015 is the new non-binding agreement guiding worldwide the efforts of stakeholders at all levels: global, regional, national and local. It ensures continuity with the previous Hyogo Framework for Action (2005-2015), but it also introduces innovative elements while extensively and specifically recognising the role of local governments. Overall, among the main characteristics of the Sendai Framework are a clear framing of DRR within a perspective of sustainable development and poverty reduction; the ambition of being action-oriented; the shift of emphasis from disaster management to disaster risk management and prevention of disaster risk; and the definition of global targets.

The Sendai global agreement appears to encompass elements and potential undertakings which are not thoroughly developed in the Union Civil Protection Mechanism. This added value of the Sendai Framework with respect to the Union Mechanism, whose reformed configuration came into force on 1 January 2014, refers, among other aspects, to the formulation of priority areas for action, including at the local level; the emphasis given to the measurement of impact; the emphasis given to resilience-building; the recognition of the importance of risk-related data and knowledge, for example in order to inform policymaking, planning and investment decisions; and the underlining of the essential role of disaster risk governance in the management of disaster risk. Besides having sub-national governments engaged, the global agreement explicitly refers to the need of having these governments appropriately empowered.

Overall, the Sendai Framework seems to provide a more explicit setting for the implementation of risk understanding, prevention and reduction at the local level. The publishing of the Sendai Action Plan by the European Commission (EC) has to some extent filled some of these apparent gaps between the Sendai Framework and the Union Mechanism. This is due to the fact that the Sendai Action Plan takes into account the contribution of all EU policies and practices, rather than of civil protection policy only, towards the achievement of the priorities agreed at Sendai. This more 'holistic' approach is in line with the need, also highlighted in the Sendai Framework under Priority 2, to mainstream DRR policymaking into other sectoral policymaking.

LRAs have shown commitment towards the implementation of the Sendai Framework. In particular, there is evidence of follow-up by LRAs through participation to global initiatives which usually take the form of public pledges. These initiatives may be effective in encouraging LRAs' involvement in and follow-up to the Sendai Framework and are even more valuable if tools for the measurement of the level of commitment of entities adhering to these pledges are envisaged. Hence, in order to involve more cities and regions in the implementation of the Sendai Framework, it may be appropriate to identify modalities of commitment-based cooperation which is subject to regular assessment or review.

The Sendai Action Plan recently published by the EC builds on the global plan agreed at Sendai and defines the necessary steps towards the implementation of the global framework, systematically taking into account existing EU policies, instruments and tools as well as progress made so far in the operationalization of the EU disaster risk management agenda. The Action Plan aligns four key areas, and their corresponding implementation priorities and activities, with the four priority areas and global targets of the Sendai Framework, thus adding clarity and coherence to the EU approach towards the achievement of the Sendai goal and targets. From the perspective of LRAs, there are activities envisaged in the Action Plan which may be considered to concern the local level, too, and which may therefore represent the basis for a concrete follow-up by LRAs to the Sendai Framework. These include, for example, the work on the collection and sharing of loss and damage data, the sharing of knowledge and experiences, the promotion of public-private partnerships to involve the private sector in disaster risk management, the understanding of green infrastructure development in cities and urban areas, and the participation to existing programmes for disaster risk capacity building of government officials.

A comparative overview of the EU MS civil protection systems, in terms of governance, role of LRAs, and main involved stakeholders confirms the existence of a wide range of structures and organisational approaches to civil protection across Europe. Systems have been broadly and tentatively categorised according to the level of decentralisation of emergency management into 'decentralised', 'partially decentralised' and 'primarily centralised' with the first two categories being further analysed in terms of role and functions taken up by LRAs through the description of five examples at the regional level from the Czech Republic (*Moravskoslezsko oblast*), Germany (*Dresden*, *Sachsen* State), Ireland (Monaghan County), Italy (*Regione Emilia-Romagna*), and Sweden (*Västmanland* County).

Part 1: Added value of The Sendai Framework

This section presents the main characteristics of the Sendai Framework, outlining the added value of the global agreement in comparison with the Union Civil Protection Mechanism.

1.1 The Sendai Framework

The Sendai Framework for Disaster Risk Reduction 2015-2030 was agreed by 187 United Nations (UN) Member States (MS) at the Third UN World Conference in Sendai, Japan, on 18 March 2015. The implementation, follow-up and review of this 15-year global agreement are the responsibility of the United Nations Office for Disaster Risk Reduction (UNISDR). UNISDR is an organisational unit of the UN Secretariat whose work importantly relies on the development of direct relationships and/or partnerships at different governance levels (regional, national, local) and across different stakeholders (intergovernmental organisations and civil society, including the private sector)[1]. Its funding is mainly based on the voluntary contributions of donors, among which the principal is the European Union (EU). Over the period 2014-2015, against a resource target of USD 80 million, almost USD 15 million were, overall, earmarked to UNISDR through the Directorate-General for International Cooperation and Development (DG DEVCO), the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO), and the Service for Foreign Policy Instruments (FPI)(UNISDR, 2016). Among the EU MS, over the same biennium, significant contributions were also made by Sweden (USD 3.7 million), Germany (USD 1.6 million), the Netherlands (USD 1.4 million), and Finland (USD 1.1 million).

The agreed framework ensures continuity with the previous 'Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters' but it also introduces innovative elements. Overall, among the main characteristics of the Sendai Framework are:

- A clear framing of Disaster Risk Reduction (DRR) within a perspective of sustainable development and poverty reduction, consistently with the post 2015 development and climate change agendas. This is reflected in the recognition of the Sendai Framework in the Addis Ababa Action Agenda on financing for development (July 2015), the 2030 Agenda for Sustainable

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[1] 'Region' and 'regional' in the context of the Sendai Framework refer to a supra-national level.

Development (September 2015), and the Paris Agreement on climate change (December 2015).

- The ambition of being action-oriented through the outline of four priorities for action at the global, regional, national and local levels, and the listing, per priority, of activities and recommendations.

- The shift of emphasis from disaster management to disaster risk management and prevention of disaster risk, with a strong focus being maintained, since Hyogo, on resilience.

- The definition of seven global targets to be achieved (all but one) by 2030.

- The widening of the scope of DRR to encompass "*natural and man-made hazards and related environmental, technological and biological hazards and risks*".

- The recognition of relevant stakeholders, their roles and the need for engagement.

- The outlining of 'guiding principles' such as the all-of-society and all-of-State institutions engagement, and the 'Building Back Better'.

In terms of content, the Sendai Framework focuses on the need to improve the understanding of disaster risk, to strengthen disaster risk governance and coordination (including through national platforms), to tackle accountability for disaster risk management, to foster preparedness to 'Build Back Better', to facilitate resilience of health infrastructure, cultural heritage and employability potential of affected areas, to rely on risk-informed policymaking and planning, and to strengthen international cooperation and global partnership. In particular, it is noted in the agreement that global and regional platforms are important mechanisms to ensure coherence across different policy agendas and that "[*i*]*nternational, regional, subregional and transboundary cooperation remains pivotal in supporting the efforts of States, their national and local authorities, as well as communities and businesses, to reduce disaster risk*" (UN, 2015).

1.2 Outlining the added value of The Sendai Framework with respect to the EU Civil Protection Mechanism

A 'Community Civil Protection Mechanism' was established in 2001 to facilitate cooperation and coordination among the national civil protection

authorities of participating countries. Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 reformed such mechanism into a 'Union Civil Protection Mechanism' ('Union Mechanism' from now onward). The Union Mechanism came into force on 1 January 2014. It covers the 2014-2020 programming period and has been allocated a financial envelope of EUR 368,428,000 in current prices (Article 19). As at July 2016, the Union Mechanism applies to the 28 EU MS plus Iceland, Montenegro, Norway, Serbia, the Former Yugoslav Republic of Macedonia, and Turkey[2]. The mechanism provides for response, prevention, and preparedness activities. In case of (any type of) disaster, assistance may be requested by member countries or by any other country in the world. The mechanism may also be activated upon the request of the UN, its agencies or other international organisations. Overall, the mechanism encompasses two main components: an 'operative' component for crisis management and response, relying, among other tools, on the operation of the Emergency Response Coordination Centre (ERCC) and on the Common Emergency Communication and Information Centre (CECIS); and a prevention and preparedness component for carrying out awareness-raising activities, training for civil protection personnel, exercises for civil protection response capacities, exchange of experts, cross-border cooperation, and early warning/weather forecast systems development.

The Sendai Framework agreement encompasses elements and potential undertakings which are not thoroughly developed in the Union Mechanism. The areas where value is added by the Sendai Framework with respect to the tools and activities envisaged by the Union Mechanism, as determined by Decision No 1313/2013/EU, include:

►**Being centred on disaster risk reduction and prevention rather than on disaster risk management**

Sendai Framework: The overarching outcome is to reduce disaster risk and losses of both human lives and assets. This requires pursuing disaster risk prevention and reduction as the main goal, through focussed action. According to the reporting from Sendai by the ENHANCE project, this shift from ex-post interventions to prevention of disaster risk is also reflected in the balance of funding which has moved from a ratio of 5% : 95% (ex-ante/ex-post) to that of 13% : 87% (ex-ante/ex-post) (Enhance Project, 2015).

Union Mechanism: The broader objective of strengthening cooperation and facilitating coordination in the field of civil protection (CP) aims at improving prevention, preparedness and response to natural and man-made disasters

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[2] EU Civil Protection Mechanism <u>webpage</u> (accessed on August 2016).

(Articles 1 and 3). Prevention is addressed under Articles 5 and 6 of the Decision. Nevertheless, within the Union Mechanism the prevention area is significantly less developed than preparation, response and disaster management.

►Formulating priority areas for action at all levels, including the local one

Sendai Framework: Four priority areas for action are outlined, relating to: the understanding of disaster risk; the strengthening of disaster risk governance; the investment in DRR for resilience; and the enhancement of disaster preparedness. Actions under each priority are distinguished by implementation level into 'global and regional' and 'national and local'.

Union Mechanism: The Decision distinguishes three areas for action (prevention, preparedness and response) but implementation envisages only actions by the Commission and the MS.

► Emphasising the empowerment of the local level

Sendai Framework: According to the principle that "*Disaster risk reduction requires an all-of-society engagement and partnership*" (UN, 2015), there is a call for the full engagement of relevant institutions at the local level and the empowerment of local authorities. In particular, as a guiding principle of the global agreement, local authorities require appropriate resources, incentives and decision-making responsibilities, as well as regulatory and financial means (Priority 2). The local level is also important towards the understanding of disaster risk drivers.

Union Mechanism: The acknowledgment of the 'great importance' of the role of LRAs in disaster management is explicit, as well as the need to involve such authorities in the activities envisaged by the Decision (paragraph 7). However, this aspect is not developed further.

► Measuring impact besides progress

Sendai Framework: Seven global targets are outlined. They measure the impact of disasters' occurrence and the progress achieved in specific areas. Namely, on impact, reductions are expected by 2030 in disaster mortality rate, in the number of affected people, in direct disaster economic loss, and in disaster damage to critical infrastructure and disruption of basic services. Among the other area-specific targets is the increase of the number of countries having national and local DRR strategies. This target is the only one expected to be achieved by 2020, possibly reflecting the intention to focus the first five years of the

implementation of the agreement on the establishment of national and local strategies. Apart from this specific case, it is noted that no progress towards the targets is specified over the period 2015-2030.

Union Mechanism: Article 3 foresees the monitoring of progress related to the availability of risk and risk management capability assessments; the level of readiness for disaster; the quality of response to disasters (e.g. speed); and the level of public awareness and preparedness for disasters. None of the foreseen indicators refer to the measurement of the impact of disasters.

► **Emphasising resilience-building**

Sendai Framework: The implementation of the Hyogo Framework for Action highlighted the need to maintain the emphasis on the enhancement of resilience. The Sendai Framework extensively refers to resilience, also throughout its priorities for action. Resilience is meant in economic, social, health, cultural and educational terms and refers to individual, community and environmental levels. In order to foster resilience, Priority 3 'Investing in disaster risk reduction for resilience' explicitly calls for the allocation of appropriate resources to administrations, including at the local level, *"for the development and the implementation of disaster risk reduction strategies, policies, plans, laws and regulations in all relevant sectors"* (UN, 2015). In particular, disaster risk prevention and management are locally very relevant to the building and health sectors (to spread disaster-resistant structures and to implement disaster risk reduction approaches, respectively).

Union Mechanism: Resilience is only generally referred to once as a condition to be aimed at (paragraph (8).

► **Emphasising the need for risk-related data and knowledge**

Sendai Framework: Priority 1 'Understanding disaster risk' calls for quality and accessible data on disasters' impact and on risk-related information. It also underlines the need to build the knowledge of stakeholders, including of government officials, at all levels.

Union Mechanism: 'Impact' is referred to only with respect to climate change.

► **Emphasising the need to strengthen governance**

Sendai Framework: Priority 2 'Strengthening disaster risk governance to manage disaster risk' calls for the need of accountability; disaster risk reduction strategies and plans, including at the local level; management capacity;

participation, engagement, and clarity of roles; coordination, including at the local level by means of local platforms; and (legal, financial) empowerment of local authorities.

Union Mechanism: Risk assessments, risk management planning, and risk management capability assessment are envisaged under Article 6, including at the sub-national level, for prevention and preparedness purposes. Planning of disaster response is also envisaged under Article 10. All the other aspects are barely mentioned, although as noted in the Sendai Action Plan, they may be encompassed in the many preparedness and prevention projects supported through the Union Mechanism and focusing on "*local and community prevention and risk reduction measures*" (Decision No 1313/2013/EU).

It may be concluded that the EU legislation in the field of civil protection is coherent to the global approach envisaged by the Sendai Framework. However, the latter seems to provide a more explicit setting for the implementation of risk understanding, prevention and reduction at the local level. The publishing of the Sendai Action Plan has to some extent filled some of the gaps outlined above. This is because the Sendai Action Plan takes into account the contribution of all EU policies and practices, rather than of civil protection policy only, towards the achievement of the priorities of the Sendai Framework. This approach is in line with the need, also highlighted in the Sendai Framework (Priority 2), to mainstream DRR policymaking into other sectoral policymaking, concurrently to a co-investment and co-benefit logic where benefits (costs) related to DRR are integrated with those generated from other sectors and investments.

Part 2: The take-up of the Sendai framework in EU regions

This section reviews the form taken by local and regional authorities' (LRAs) commitments towards the implementation of the Sendai Framework. Evidence of follow-up by LRAs through participation to global initiatives is discussed. Finally, considerations are made on ways to involve more cities and regions in the Sendai Framework, especially in the light of the recently published Sendai Action Plan.

2.1 Engagement of LRAs with respect to The Sendai Framework

The Sendai Declaration of Local and Subnational Governments 'Ensuring enhanced resilience to disasters in the urban world', adopted at the Third UN World Congress on DRR in Sendai, reiterates the commitment of those LRAs conveyed by the Local Governments for Sustainability (ICLEI) and the United Cities and Local Governments (UCLG), to implement some of the main elements of the Sendai Framework, among which are:

- The adoption and implementation of local DRR strategies and plans.
- The enhancement of coordination at the local level by means of local platforms participated by stakeholders at the community level.
- The regular assessment of risks and the integration of disaster risk assessment into other policies.
- The construction of disaster-resistant structures and the resilience of new and existing critical infrastructures.

The Declaration also commits local and sub-national governments to lead the implementation of a new 'Ten point Checklist – Essentials for Making Cities Resilient' (as far as possible in synergy with other existing initiatives) and requests the continuation of the 'Making Cities Resilient: My City is Getting Ready' campaign. The new point checklist is coherent with the post Hyogo process and outlines concrete steps which may be implemented by sub-national authorities coherently with the fostering of the Sendai Framework. UNISDR provides online and class-based modular training expected to lead to a certain level of operationalization/implementation. The 'getting ready' campaign is also one of the tools used to make sub-national governments closer to the 'essential' thinking for making cities resilient. The campaign aims at increasing the understanding by LRAs of the benefits brought about by risk reduction, and at

initiating concrete actions towards the achievement of such reduction. This may be done by means of better planning, more appropriate allocation of funds, creation of partnerships and alliances, etc. The campaign, initiated in 2010, has been currently extended up to 2020 when the UNISDR Secretariat hopes to have engaged at least 5,000 cities[3]. Participation to the campaign opens up to even small towns - which would be otherwise kept out of the broader/international arena - to major global processes and exchanges such as the World Urban Campaign (led by UN-HABITAT), the Durban Adaptation Charter, or the Resilient Cities Accelerator Initiative. Importantly, the campaign seeks the measurement of the commitment of engaged cities through the use of two tools, the Local Government Self-Assessment Tool (LG-SAT) and the City Resilience Scorecard.

Overall, it may be concluded that initiatives targeted to LRAs and formalised through public commitments or pledges (a recent example is reported in Box 1), may be effective in encouraging LRAs' involvement in and follow-up to the Sendai Framework. Such initiatives are even more valuable if tools for the measurement of the level of commitment of joining entities are envisaged. Hence, in order to involve more cities and regions in the implementation of the Sendai Framework it may be appropriate to identify modalities of commitment-based cooperation which is subject to regular assessment or review.

Box 1: The Florence Way Forward

On 4 November 1966, *Firenze* (Italy) was affected by a devastating flood which killed tens of people and ruined precious and unique pieces of art and books. On the occasion of the 50-year anniversary of this event, Florence hosted on 16-17 June 2016 the UNISDR High Level Forum on the implementation of the Sendai Framework at the local level. The meeting concluded with the adoption by participating ministries, national and local government officials, organisations, institutions (including the Committee of the Regions), NGOs, the private sector and others, of a document entitled 'The Florence Way Forward'. The document outlines a series of recommendations to encourage the follow-up by LRAs to the implementation of the framework. Among these recommendations are, for example: the seeking of coherence with other actions, activities, initiatives, processes; the enhancement of governance-related aspects (e.g. accountability, better tailoring of strategies to local situations, better use of existing technologies and media); the availability of financial resources; the tackling of resilience objectives, in particular with regard to cultural heritage; and the promotion of the involvement of the private sector.

Sources: Council of the Baltic Sea States website; 'The Florence Way Forward' document.

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[3] The campaign's website indicates 3,248 joining cities as at mid-August 2016.

2.2 Relevant implementation priorities for LRAs in the Sendai Action Plan

The negotiation of the Sendai Framework agreement was actively participated by the EU. On 17 June 2016, the European Commission (EC) published a Sendai Action Plan covering the period 2016-2020[4]. The Action Plan builds on the global plan agreed at Sendai and defines the necessary steps towards the implementation of the global framework, systematically taking into account existing EU policies, instruments and tools as well as progress made so far in the operationalization of the EU disaster risk management agenda.

The Action Plan aligns four key areas, and the corresponding implementation priorities and activities, with the four priority areas and global targets of the Sendai Framework, thus adding clarity and coherence to the EU approach towards the achievement of the Sendai goal and targets. From the perspective of LRAs, there are activities envisaged in the Action Plan which are explicitly referred also to the local level and which may represent the basis for a concrete follow-up by LRAs on the Sendai Framework. These activities include:

Under Key Area 1 - Building risk knowledge in all EU policies | aligned to Sendai Priority 1 'Understanding disaster risk':

- Further work on the collection and sharing of loss and damage data, with a view to improve the measurement and monitoring of impact (Box 2).

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[4] Commission Staff Working Document on an 'Action Plan on the Sendai Framework for Disaster Risk Reduction 2015-2030 - A disaster risk-informed approach for all EU policies' (SWD(2016) 205 final).

> **Box 2: Latest activities on Disaster Loss and Damage Data**
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> The Seventh EU Loss Data Workshop (*Ispra*, Italy, 10-11 March 2016) was the latest of a series of annual meetings being organised since 2013 on disaster damage and loss data. These workshops are used to gather experts from across the EU to address the data challenges implied by the Union Mechanism and other international initiatives. Currently, the focus is on the assessment, collection and harmonization of data across the EU, including at the local level, and on the way the recently established Disaster Risk Management Knowledge Centre (DRMKC) may support this process. The 2016 workshop also included a section dedicated to the Sendai Framework and in particular to the activities of the open-ended intergovernmental expert working group on indicators and terminology relating to DRR. This group was established by the UN General Assembly to develop the indicators for the measurement of the global targets agreed at Sendai. Within the on-going work on indicators' definition, terms, scope, methodologies, and minimum requirements for data collection, the global target (e) at the local level is currently considered to be measured as the '*Percentage of local governments that adopt and implement local DRR strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030*'.
>
> *Sources:* Seventh EU Loss Data Workshop website, including downloadable presentations.

- Support disaster risk assessment initiatives through the DRMKC, in order to enhance capabilities for both risk assessment and management. The ENHANCE project underlines in a policy brief how the type of risk assessment depends on the needs of the users of the assessments. To mention the example reported in the ENHANCE policy brief, "*the EU-wide flood risk assessment informs the design of the EU solidarity fund, while the local assessments of surface water flooding in the UK and drought risk in the Jucar provide useful information for local risk management policies, such as insurance and water pricing*"[5].

- Develop sub-indexes of "*the Index for Risk Management - INFORM, an open-source risk assessment tool developed to support decisions about crisis and disaster prevention, preparedness, response and resilience*" (EC, 2016) towards multi-stakeholder and multi-year planning.

Under Key Area 2 - An all-of-society approach in disaster risk management | aligned to Sendai Priority 2 'Strengthening disaster risk governance to manage disaster risks':

- Promote enhanced disaster risk management policies and strategies through mutual learning (exchange of best practices and peer reviewing).

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[5] ENHANCE (Enhancing risk management partnerships for catastrophic natural disasters in Europe, 2012-2016) is a EUR 7.68 million project co-funded by the 7th Framework Programme.

- Share knowledge and experience for the development of risk awareness strategies.

- Improve the understanding of disaster risk management in cities and urban areas through the development of guidance material.

- Increase the resilience of cities and urban areas to disaster by strengthening the link between disaster risk management and other relevant policies, such as climate change adaptation and urban planning, also through existing global and European alliances (Global Alliance for Urban Crises, Global Covenant of Mayors, Covenant of Mayors for Climate and Energy, and Smart Cities and Cities of the future).

- Support the preparation of DRR strategies through the participation of all relevant stakeholders.

- Encourage the establishment of public-private partnerships with a view to involving the private sector (and investments) in disaster risk management.

Under Key Area 3 - Promoting EU risk informed investments | aligned to Sendai Priority 3 'Investing in disaster risk reduction for resilience':

- Improve the understanding of green infrastructure development in cities and urban areas through the development of guidance material.

Under Key Area 4 - Supporting the development of a holistic disaster risk management approach | aligned to Sendai Priority 4 'Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction':

- Increase disaster risk management capacity of both authorities and communities through existing programmes (Resilience Action Plan, Aid Volunteers Programme).

Part 3: Comparative analysis of civil protection and disaster risk reduction systems

This section provides an overview of civil protection systems' structure and organisation across the EU. Five examples at the regional level focus on the territorial systems found in the Czech Republic, Germany, Ireland, Italy, and Sweden.

3.1 Structuring and organisation of civil protection systems across the EU: a comparative overview

Table 1 summarises the description of the civil protection systems of the EU28 MS. These systems are presented on the basis of a **tentative categorisation** outlined in accordance with the decentralisation level of emergency management. When management responsibilities of the regional and local government levels are clearly distinguished from the central level and LRAs have legislative competence for civil protection, the corresponding civil protection systems are considered 'decentralised'. When management responsibilities appear to be shared across all government levels, or to be only partially held by regional and local government levels, the corresponding civil protection systems are considered 'partially decentralised'. When the central government's control over management responsibilities is dominant, the corresponding civil protection systems are considered 'primarily centralised'.

The comparative analysis confirms that there is a "*wide, diversified panorama of administrative and legal systems that manage the different national civil protection mechanisms throughout the EU*" and that in several cases "*LRAs hold institutional and political responsibility to protect their citizens and is often the first level of governance to respond in case of emergency by providing basic services and oversight and managing disasters as they happen*" (COR, 2014).

Table 1: Overview of civil protection systems across the EU by level of decentralisation of emergency management

	Decentralised management with legislative competence
AT	**Governance.** Responsibility for civil protection lies with the Ministry of Interior (BMI). A department within BMI coordinates international and nation-wide crises and disasters, as well as events affecting simultaneously several federal provinces. The department includes representatives from the national ministers and from the federal provinces (or 'states'); in case of an emergency, other representatives from other services are invited (e.g. fire brigades, press and broadcasting). The federal level is responsible for prevention and preparedness but it holds limited operational responsibilities for response. Most of the civil security tasks are performed by states, districts and municipalities. **Role of LRAs.** States have the legislative competence and are responsible for civil protection at the sub-national ('regional') level. They operate through regional alarm centres and rely mainly on voluntary relief organisations for their operations. Emergency assistance and disaster relief are governed by regional laws. These laws also regulate the role of districts (i.e. administrative sub-units of the states) and of municipal administrations in case of local emergencies. Usually, response and relief activities are the responsibility of district administrations or mayors. It is also common that state laws require crisis management planning to be in place at all government levels (state, district and municipalities) and at the level of critical infrastructures (e.g. hospitals). Coordinating committees are established at state and district level. **Main stakeholders.** Local administrations, fire brigades, the police and voluntary relief organisations. The fire brigades and the rescue services of the Austrian Red Cross are the two main civilian organisations involved in civil protection tasks. Both organisations rely for the most on volunteers. Voluntary engagement is very relevant and formally recognised in the overall crisis management structure of the system. The federal army may be involved in rescue tasks in case of need; if involved, it reports to civilian authorities.
DE	**Governance.** In time of peace, competence for legislation in the field of civil protection (or disaster protection) is with the States. The federal level (Ministry of Interior as well as other ministries, the Federal Office of Civil Protection and Disaster Assistance, the Federal Agency for Civil Protection – BBK – and the Federal Technical Relief Agency - THW) has a supportive role but it does not perform operational tasks. In case of exceptional emergencies it may deploy the federal police or the army, or it may order one State to assist another State. **Role of LRAs.** Each State is responsible for policymaking in the field of civil protection and has its own legislation setting procedures for response to emergencies. Operational responsibility for crisis management is at the territorial (municipal and county) level. Fire brigades, rescue services and crisis management task forces are under the lead of mayors and county commissioners. It is at these levels that a state of disaster is usually declared, with responsibility being up-scaled from the municipal to the county level proportionally to the size of the emergency. State governments and intermediary district governments (which administratively refer to the State government) may intervene with additional forces, or assessment tasks. **Main stakeholders.** Main stakeholders intervening at the local and county level include fire brigades, voluntary relief organisations, and police. Voluntary services are important within the system and considered an integral component of the crisis management structure. They include, for

	example, volunteer fire fighting squads and organisations such as the German Red Cross. Military involvement is limited.
ES	Governance. Responsibility for civil protection lies with the Ministry of Interior and its General Directorate of Civil Protection and Emergencies. The Directorate, among other functions, is in charge for planning, for the organisation and maintenance of the Operational Coordination Centre, and for the coordination with the Autonomous Regions and the Cities of Ceuta and Melilla. Coordination is through the Units of Civil Protection of the Government delegations and sub-delegations. The central level is also responsible for mobilising the intervention of the Military Emergency Unit, according to established protocols. Role of LRAs. Autonomous Regions and municipalities regulate autonomously civil protection or emergency management. The organisation of civil protection at the regional level varies from one Autonomous Region to another. In some cases, there is a ministry or department in charge; in others a management centre. Sometimes a specific agency is created, or civil protection is jointly treated with security. Among the tasks implemented at the regional level is the review of the emergency plans at the municipal level, which are then integrated into regional plans. Planning and operational units are managed at both the regional and the local level. Main stakeholders. Fire brigades, emergency medical services, police, and the NGOs (i.e. Red Cross). Volunteers are usually involved at the local level through 'municipal associations of volunteers'. The army may be involved if necessary.
IT	Governance. Responsibility for civil protection is with the Presidency of the Council of Ministers. A Civil Protection Department (DPC) is mandated by the Presidency to guide and coordinate the national civil protection system. In close liaison with territorial authorities, the DPC implements forecasting, prevention, crisis management, support, and relief activities related to accidental natural/man-made disasters. Response is up-scaled according to the type/size of the emergency. Events are managed at the lowest possible level (i.e. municipalities), but do pass under the management of regions or of the Presidency, if spread across various entities or if overwhelming local/regional capacities. Role of LRAs. Territorial entities involved in civil protection include: the Regions (and Autonomous Provinces), Provinces, Municipalities and Mountain Communities (i.e. unions of municipalities). Regional authorities are responsible for risk assessment, prevention and forecasting activities, for preparing guidelines to support the preparation of local emergency plans, and for initiating relief activities in case of emergency. They may also issue laws on aspects which are not directly under the competence of state law. Provinces are mainly responsible for forecasting, prevention and planning activities. Municipalities prepare emergency plans, initiate prevention and have the responsibility to provide emergency response locally. Operative centres are found at all levels. Main stakeholders. Civil protection is an integrated system which, by law, encompasses several authorities at all levels, administrations, and private and public entities (e.g. armed forces, volunteers, police, health services, the Italian Red Cross, the academic community, utilities' providers). The (relevant) role and activities of volunteers' organisations in civil protection are regulated by law. The army is one of the components of the system; it intervenes under military command but is under the responsibility and coordination of civilian authorities.

	Partially decentralised management
BE	**Governance.** The federal level holds the responsibility for civil protection services within the Ministry of Home Affairs. These services are operated through operational units spread across the country. However, emergency planning is a shared responsibility by federal, provincial and municipal authorities while crisis management and coordination is attributed to the three levels of government according to a series of criteria, including the magnitude of the emergency and the necessary means. **Role of LRAs.** Crisis management and coordination at the provincial level is headed by the governor who informs the Minister of Home Affairs. At the municipal level, it is headed by the mayor, who informs the governor. Interventions usually follow pre-determined emergency plans. Emergency services may also have their own intervention plans. **Main stakeholders.** Emergency services include civil protection services (e.g. Belgian Red Cross but also the private sector) and fire services, participated by both volunteers and professionals. With the exception of the Brussels fire brigade, which depends on the Brussels region, fire brigades are under the authority of municipalities. Military intervention may be requested by the competent authority if civilian means are not sufficient.
BG	**Governance.** Civil protection tasks, including prevention, are the responsibility of a Directorate General for Fire Safety and Civil Protection under the Ministry of the Interior. The Directorate has administrative units in each of the country's districts and undertakes the overall coordination of activities in case of emergencies. There are defined 'Civil Protection - Interagency Levels of Command, Control and Coordination' for emergencies at regional (i.e. district) and national levels and 'Operational Communication and Information Centres' in each district. Interventions are through an Integrated Rescue System (IRS). **Role of LRAs.** Coordination and management of interventions (rescue and emergency recovery activities) at the territorial level (regions and municipalities) are under the responsibility of the corresponding authorities, i.e. district governors at the regional level and mayors at the local level. Interventions are guided by plans whose preparation, together with other functions, is provided for by national law. **Main stakeholders.** The IRS includes units, services and operative structures of different entities: ministries, administrations, municipalities, private sector (companies, individuals), emergency centres, medical and health institutes, non-for-profit bodies or persons (volunteers) and the army. Interaction plans by the Directorate General under the Ministry of the Interior define the civil-military cooperation.
CZ	**Governance.** The responsibility for civil protection is under the Ministry of Interior, namely within the Civil Emergency Planning Committee of the National Security Council. Security councils are required to be established also at the local and regional level. In fact, crisis management is implemented at all levels of government (central, regional and local), with responsibilities being defined by law. The General Directorate of Fire Rescue Service has regional offices and territorial districts to coordinate and prepare crisis management at the regional and local level.

	Role of LRAs. An Integrated Rescue System (IRS) applies for preparedness, rescue and recovery. At the local level, crisis planning and preparedness is the responsibility of mayors, while crisis operational management is usually the responsibility of regions. The central level intervenes only if the crisis affects more than one region. The three main components of the IRS (fire rescue brigades, health emergency services and police) are usually operative at the regional level. Main stakeholders. IRS is an operating platform allowing for inter-governmental (all levels) and inter-agency cooperation and coordination. It includes the Fire Rescue Service, the Police, the Medical Rescue Service, NGOs, volunteer organisations and others. Military assistance (troops or cooperation) may be required in case of insufficient resources at the regional and local level.
DK	Governance. Responsibility for civil protection is with all levels of government: central, regional and municipal. At the national level, the Danish Emergency Management Agency (DEMA) under the Ministry of Defence has a coordination role and responsibility for emergency preparedness and response. It manages the regional centres for the national rescue preparedness. Coordination tasks are also undertaken by a National Operational Staff. Role of LRAs. The regional centres support rescue preparedness at the municipal level. Coordination is by regional boards which include representatives of the police, the region, DEMA, the Home Guard and others. Municipalities are responsible for the set-up of municipal rescue preparedness systems. A Municipal Commission for Contingency Planning, chaired by the mayor, takes the responsibility for integrated civil protection planning. Main stakeholders. Municipal and the national rescue preparedness rely on the involvement of volunteers (e.g. The Danish Civil Protection League), of the private sector (e.g. ambulance services, fire brigade services) and of NGOs (e.g. Danish Red Cross).
EL	Governance. A general secretariat for civil protection (GSCP) under the Ministry of the Interior coordinates the planning but civil protection is a shared responsibility among relevant ministries, institutions and the territorial authorities (regions, prefectures and municipalities). There are seven Decentralised State Agencies of Civil Protection which liaise with, supervise and advice the regional level. Role of LRAs. All stakeholders prepare their plans to deal with disasters. The GSCP, the general secretaries of the regions and the prefects coordinate the operations at their respective level. Regions have planning, coordination and also operational tasks. Municipalities have planning and operational tasks. Both regions and municipalities support the work of the Fire Brigade, i.e. the main operational resource under the GSCP, composed by central and regional services, where the latter are decentralised. All civil protection forces are supported by the National Operational Centre for Civil Protection. Main stakeholders. Agencies at the regional and local level, fire corps, coast guard, police, health services, voluntary organisations, and the army.

| FI | **Governance.** Responsibility for internal security - which includes, among other functions, maritime search and rescue, and rescue services - is with the Ministry of Interior. In particular, its Department for Rescue Services performs planning and monitoring functions. The same tasks are carried out by the Regional State Administrative Agencies whose heads are appointed by the national government. Other common structures at the national and regional level are the Emergency Response centres handling and channelling emergency requests.

Role of LRAs. The country is divided into 22 rescue service regions providing regional rescue services and managing operations as a result of the cooperation of the municipalities of each region. Municipalities are required by law to perform these tasks. Each local authority is responsible for crisis and emergency management, for cooperating, and for arranging the financial resources (the (fire and) rescue service regions are financed by the municipalities).

Main stakeholders. There is a high reliance of the system on voluntary and non-for-profit organisations (e.g. fire brigades). The private sector is commonly involved in ambulance services. Cooperation with military force is foreseen and regulated within the rescue operations by law. |
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| FR | **Governance.** Civil security and defence is under the responsibility of the General Secretariat for Defence and National Security. Among its tasks are risk assessment, planning and coordination across the various ministries. In addition, each ministry is responsible within its area of competence. The Ministry of Interior is specifically responsible for the operational aspects of crisis management and has three operational crisis centres under its authority (gendarmerie, police and civil security services). Besides the national level, the system is organised over the territory at three levels: defence and security zones, departments, and municipalities. Activated operational centres exist at all levels. The (seven) defence and security zones are special territorial divisions headed by prefects (i.e. civil servants representing the government) and meant to provide an intermediary level between the Ministry of Interior and the regions and departments.

Role of LRAs. The mayor of municipalities is the director of emergency operations during crises, whose responsibilities at the local level include: mobilisation of resources, coordination and communication. Emergency responsibility passes on to the prefect of a department when more than one municipality is affected, the resources of the affected municipality are not sufficient, or the affected municipality requests the support of a higher administration level. For major crises, the management passes on from the department to the prefect of the defence zone.

Main stakeholders. Civilian and military forces as well as volunteers (e.g. French Red Cross) and private actors. Among the first-responders are fire brigades, medical emergency services, and law enforcement officers. Fire brigades are found at municipal, inter-municipal or departmental level (i.e. Departmental Fire and Emergency Service). The army intervenes when civil resources are not sufficient. |
| HR | **Governance.** Responsibility for civil protection is with all levels of government: the National Protection and Rescue Directorate at national level (DUZS) and the heads of self-governments at local and regional level. At the central level, the Ministry of Interior and the Ministry of Defence coordinate their contribution with the DUZS (other ministries and agencies may be involved in civil protection according to needs) which mobilises and manages protection and rescue operational forces. |

Role of LRAs. Local and regional authorities are responsible for planning, financing, organising and carrying out civil protection interventions on their territories. They also pass general acts establishing measures and activities to be carried out. They mobilise and manage protection and rescue operational forces at county, town and municipal level. The first response is at the local level but responsibility passes on to regional/central level if local/regional response capacity is overwhelmed.

Main stakeholders. Regular forces include emergency medical services, professional services, health organisations, volunteer organisations (e.g. the Croatian Red Cross, the Volunteer Fire Brigade, the Croatian Mountain Rescue Service), and others (e.g. utility companies). The system strongly relies on the contribution of volunteers. The army may be involved in case of need (i.e. if civil resources are not sufficient).

| IE | Governance. Responsibility for civil protection is shared by relevant ministries at the central level. Coordination and supervision across the different ministries is carried out by the Office of Emergency Planning (OEP) under the Ministry of Defence. The approach to emergency management (from risk assessment to risk management, preparedness, response and recovery) is set in the 'Framework for Major Emergency Management'. The Framework also specifies the arrangements to organise the response to emergencies in a coordinated manner, including at the local and regional level; the mechanisms for linking the Principal Response Agencies (PRAs) to other levels of government and bodies involved; and the modalities for involvement of other stakeholders (e.g. voluntary services, utilities, community) in the management of emergencies.

Role of LRAs. The country is divided into eight regions for civil protection purposes, referred to as 'Major Emergency Regions'. For each region there is an inter-agency Regional Steering Group (RSG) and a Regional Working Group (RWG), including managerial and operational staff of the PRAs. County councils and city councils are among the PRAs called to manage the response in emergency situations occurring at the local and regional level. Response is according to an emergency plan and a series of procedures, arrangements and instructions set to perform the duties outlined in the Framework.

Main stakeholders. PRAs include the police force, the health services and the local authorities. Other stakeholders involved according to needs include civil defence, the Irish Red Cross, local port authorities, other volunteer organisations, utilities, and the private sector. Defence forces (e.g. army, navy) may be involved, usually on the basis of previously agreed arrangements among ministries. |

| LT | Governance. A Government Emergency Commission under the Ministry of Interior is in charge of civil protection. The Commission, whose decisions shape the implementation of civil protection measures, includes representatives from other ministries, the army, the police, and other fire and rescue services. The Fire and Rescue Department (FRD), also under the Ministry of Interior, is responsible for administration, co-ordination and implementation tasks. Since civil protection is managed and organised at mainly two levels (national and local), emergency commissions exist also at the municipal level.

Role of LRAs. Municipal emergency commissions are in charge of preparedness and response actions during emergencies at the local level. These commissions are chaired by the director of the municipal administration. The director appoints municipal operations commanders, establishes |

municipal operations centres, and is in charge of organising emergency operations, including the mobilization of the resources of the civil protection system.

Main stakeholders. Government, state and municipal institutions; other organisations; fire and rescue services; medical services; other emergency services; police; volunteers; etc. The army may be involved in case of need; if involved, its intervention is regulated by law and is based on previously agreed arrangements.

NL	Governance. Civil protection responsibility is with the National Coordinator for Security and Counter-terrorism (NCTV) under the Ministry of Security and Justice. NCTV identifies risks, approaches and measures; supports safety regions; and develops disaster-related planning. The Ministry of Security and Justice chairs the Ministerial Crisis Management Committee (alternatively chaired directly by the Prime Minister). Since each ministry is responsible according to its area of competence, coordination is assured among departments and across ministries through various committees and centres.

Role of LRAs. The country is divided into 25 safety regions. These regions function as the governmental and operational link between the local and the national level. Each region is headed by the mayors and the councils of its municipalities. The chair of a safety region is the mayor of the largest city of the region. Safety regions organise on their territory the fire brigade and the emergency medical services. They also collaborate with the police force, which is structured into regional units. The responsibility for response to emergencies is with the mayors. In each municipality a division is in charge of civil protection issues. If the emergency affects more than one municipality, responsibility passes over to safety regions. Regions may ask support from the central level, or such support may also be given unsolicited.

Main stakeholders. Fire brigades, police services, and municipal services (e.g. shelter provision, physiological care). Other actors such as the Salvation Army and rescue dog organisations may be involved. The Dutch Red Cross performs a number of tasks in case of emergencies, from medical assistance to shelter and relief provision. Volunteers are also involved (e.g. in water rescue services). Military may be involved through the Ministry of Defence. |
| PL | Governance. The Council of Ministers has the responsibility for national security and defence. When it comes to crisis management, it is supported by the Government Crisis Management Team (GCMT) chaired by the Prime Minister. GCMT advices and coordinates crisis management, including civil emergency planning at the national level. Each ministry is also responsible according to its area of competence, while most of the emergency services are under the responsibility of the Ministry of the Interior and Administration (e.g. State Fire Service). Crisis management is undertaken at all territorial levels (provinces, counties and municipalities). In each of these levels there is a crisis management authority, a consultative and advisory team, and a crisis management centre. Response starts at the local level but it is then up-scaled to higher government levels as necessary and depending on the type of emergency.

Role of LRAs. Management authorities at the provincial, county and municipal level are the governor, the county head and the mayor, respectively. These authorities are supported by Crisis Management Teams (CMT). Main tasks for provinces relate to coordination, supervision of and support to |

lower governmental levels. Provinces also link the territorial governments to the central level. Counties' tasks include planning, prevention, response and organisation of exercises. Since the set-up of a crisis management centre is not compulsory at the municipal level, it is common that responsibility for crisis management rests with the upper county level. Municipalities' tasks include: fire services, warning, coordination of rescue operations and evacuation. The mayor sets the tasks for all the organisations and institutions which are operational at the municipal level.

Main stakeholders. Fire brigades have an important role in the system. The State Fire Service is a relevant part of the National Fire-fighting and Rescue System which also includes hospital and ambulance services, volunteering fire services, water rescue service, etc. Other stakeholders include the police, specialised bodies and NGOs (e.g. Red Cross, scouting). Also NGOs' role is important as they cooperate closely with the state institutions. Instead, the role of the private sector is limited. The army may be involved if civilian capacity is insufficient; involvement is regulated by law.

| PT | Governance. Responsibility for civil protection is with the Prime Minister and the Ministry of Interior. The National Civil Protection Commission provides for inter-ministerial (political) coordination and the National Coordination Centre for inter-agency (institutional) coordination. The civil protection is an integrated system organised at all levels of government (national, regional and municipal). It includes a National Authority for Civil Protection (ANPC), the Regional Services for Civil Protection in the Azores and Madeira (SRPC), the District Commands for Relief Operations (CDOS) and the Municipal Services for Civil Protection (SMPC). The district commanders of the CDOS are nominated by the ANPC.

Role of LRAs. At their respective levels, the governors of districts and the mayors of municipalities are responsible, in case of emergencies, to initiate prevention, support, relief and rehabilitation activities. At all levels, emergency plans are mandatory.

Main stakeholders. Private sector, volunteers and NGOs (e.g. the Portuguese Red Cross which is carrying out tasks related to support, aid, health and social assistance). Cooperation with the army occurs in various areas (e.g. search, rescue, infrastructure rehabilitation). |

| RO | Governance. Civil protection is the responsibility of the Ministry of Interior. The so called 'National System for the Management of Emergency Situations' includes Committees for Emergency Situations (at national, county and local level) as inter-institutional bodies for decision making; the General Inspectorate for Emergency Situations (GIES) at the national level and the Inspectorates for Emergency Situations at county level – for coordination purposes; and operative centres for emergency situations at national, county and local level. The central level is responsible for emergency coordination and control; it also takes the lead for emergencies which cannot be handled by lower government levels.

Role of LRAs. Counties and cities/communes (headed by prefects and mayors, respectively) are responsible for risk assessment and planning, for logistic and for the provision of response for those emergencies occurring on their territories. Operations are led by action commanders. The local response is usually started by the Local Committee for Emergency Situations. The up-scaling of the crisis or the lack of resources may determine the passing on of the responsibility to the county level, and from the county to the national level.

Main stakeholders. Fire brigade, ambulance services, NGOs and private actors are among the stakeholders involved in response activities. The |

	National Red Cross Society is the non-for-profit organisation having responsibility clearly specified in the legislation; it is widespread across the country and may take a leading role in response activities. The private sector may be involved at all government levels and on the basis of previously agreed cooperation arrangements. Also the army may be involved if necessary.
SI	Governance. The National Assembly and the Government plan, guide, and supervise civil protection. Several Ministries are involved in civil protection activities and response but the body specifically responsible for administrative and technical tasks (the Administration for Civil Protection and Disaster Relief – ACPDR) is under the Ministry of Defence. Civil protection response is structured around two levels: the national and the local (municipalities). In case of major disasters, a Civil Protection Commander of the Republic of Slovenia, directly reporting to the Government, manages the response. For less important emergencies, response is led by commanders of single units, at the municipal or the regional level. Role of LRAs. At the municipal level, civil protection is managed independently and is under the responsibility of the mayor. Locally, protection rescue units and services are available and operate in liaison with the local administrations. At municipal level, civil protection tasks include: preparation activities, emergency response planning, resources assessment, prevention activities, disaster management, and communication. Main stakeholders. Civil protection is an integrated system inclusive of several authorities at all levels, professional and voluntary services, humanitarian organisations, and research institutions. Involvement of communities, private sector, volunteers and NGOs is regulated by law. The army may be involved in case of need, i.e. insufficient civilian staff and resources.
SE	Governance. Responsibility for civil protection is at all levels of government: national, regional and local. At the national level, civil protection is under the Ministry of Defence but each ministry holds responsibility according to the area/sector concerned by the emergency. Therefore, a Crisis Management Coordination Secretariat and the Swedish Civil Contingencies Agency (MSB) support cross-sectorial management and coordination of emergencies. MSB also supports and advices the local level, for example for the preparation of risk analysis. Role of LRAs. Counties at the regional level are responsible for coordination, analysis, communication, and contingency planning. They also provide support to the local level, where municipalities have the most important role in terms of prevention, preparedness and crisis management. If emergencies cannot be handled at the local level, the county level takes over, or responsibility may also be given to a national authority. In general, the bigger the scale of the emergency, the higher the number of actors and levels of government involved. Emergency operations are led by an incident commander. Main stakeholders. Civil protection engages non-governmental actors such as civil society and the private sector, and commonly involves voluntary organisations (e.g. Swedish Red Cross). Cooperation with military is undertaken at all administrative levels.
SK	Governance. Civil protection is the responsibility of the Ministry of Interior. Plans and measures to address emergency situations are decided at the central level by the Ministry of Interior and other relevant ministries. They are then executed by the district offices which are located in the seat of

regions. These offices are managed by the Ministry of Interior and have a primary role in crisis management and response. Competencies and responsibilities in the field of civil security are specified by law.

Role of LRAs. Regions cooperate with the district offices and do not have assigned any specific task. District offices in the seat of regions, instead, operate the IRS and coordinate the intervention of municipalities. Municipalities are self-governing bodies, have their own crisis staff and are in charge of executing measures to address emergency situations. They also have the responsibility for risk analysis, planning, training, control and evacuation.

Main stakeholders. Operationally, the reference is to an integrated rescue system (IRS) including basic rescue services (fire brigades, health services, mountain/mining rescue services, etc.), other rescue services (army, municipal fire brigades, municipal police, Slovak Red Cross, etc.) and the police. Voluntary fire brigades represent an important part of the system.

| UK | Governance. Responsibility for crisis management at the national level is with the Civil Contingencies Secretariat within the Cabinet Office. In case of major emergencies, decisions are taken at the central level and a Lead Government Department is nominated to manage the crisis. However, in most of the cases emergencies are localised and the central and regional levels have a merely supportive role towards the local level, in terms of resources and coordination, where emergencies are firstly managed. Responsibility of the intervention passes over to the national level only if the local level is unable to face these crises. The ministry in charge is then determined by the nature of the emergency.

Role of LRAs. The local level is where operations are managed and decisions for response and recovery are made. The following stakeholders are expected to have emergency plans in place: emergency services (police, fire brigade, ambulance services, etc.); local authorities; health entities; and government agencies. These plans are expected to specify how other stakeholders (e.g. utilities operators) may need to be involved. Interventions are led by commanders.

Main stakeholders. Civil protection includes non-governmental actors, civil society and the private sector. Their level of involvement depends on the type of arrangement they have with local authorities. Volunteers are officially involved in preparedness, response, relief and recovery initiatives. The involvement of the army occurs only when strictly necessary and as a last resource. |

Primarily centralised management

| CY | Governance. Civil protection is considered under 'Civil Defence' which is the responsibility of the Ministry of the Interior. There is one Central Civil Defence Council and several District Civil Defence Councils (one per district), appointed by the Ministry of Interior. Operatively, the Civil Defence Force is organised in units spread all over the territory and staffed with recruited and volunteer personnel.

Main stakeholders. The civil defence system includes sections dedicated to first aid, telecommunication, welfare, fire-fighting, rescue and the |

	neighbourhood watch. Among the participating stakeholders are the Cyprus Red Cross, other medical associations and private and public organisations which have been defined by the central government as 'essential' for civil defence purposes. Each section elaborates a plan which is submitted to the Central or District Councils for over sighting and coordination. Military intervention is foreseen in case of need and for humanitarian purposes.
EE	Governance. The responsibility for civil protection is under the Ministry of Interior, namely within the Estonian Rescue Board which is responsible for coordination, planning and the operational management of Regional Rescue Centres. Role of LRAs. Each Regional Rescue Centre is directed by the head of a 'regional crisis management committee', which in turn is set up by Governors in each county. County Governors are under the Minister of the Interior. Crisis management committees are also at the local level and are headed by mayors. The territorial crisis committees at both regional and local level have the responsibility to assist, in terms of both communication and coordination, the regional/local agencies responsible to respond to emergencies. Main stakeholders. Several NGOs are involved in rescue and fire fighting activities. Civil-military cooperation frequently occurs at both the national and the regional level.
HU	Governance. Responsibility for civil protection is with the National Directorate General for Disaster Management under the Ministry of Interior. The National Directorate is organised into county directorates (regional level) and local branches, staffed with 'disaster management authorities'. A Coordination Steering Committee for Disaster Management assures inter-ministerial coordination and cooperation. Coordinated by the central level, regional and local defence boards are responsible for coordinating crises' response. These boards include local authorities, disaster management authorities, and representatives of the army, police, health care and water management systems. Role of LRAs. Responsibility for response to emergencies is with mayors at the local level. By law, the role of the mayor may be taken over by the representative of the disaster management authority. Main stakeholders. The disaster management authority supervises the local fire fighters and establishes agreements with different stakeholders such as the army, rescue institutions and NGOs (humanitarian, charity, voluntary fire fighters). The private sector may also be involved, for example for logistic purposes.
LU	Governance. Civil protection is a governmental organisation (the Luxembourg Rescue Services Agency - *Administration des services de secours -* ASS), subordinated to the Ministry of the Interior. ASS is structured around three divisions: civil protection; fire and rescue services; and administrative, technical and medical. ASS, among other tasks, organises first aid and rescue, manages the emergency number 112 and, through its inspectors, supervise the local fire brigades. For major emergencies, the fire brigades operate under the ASS.

Role of LRAs. At the local level, mayors take the responsibility and the lead of operations for small emergencies. When emergencies' scale is higher, the operations fall under the responsibility of ASS.

Main stakeholders. Civil protection relies on the following resources: ambulance services, rescue teams, fire and rescue services, special teams (e.g. dog rescue, emergency medical service) and relief centres. Relief centres are spread over the country and operated through volunteers. Cooperation with the army is assessed on a case-by-case basis during emergencies.

LV	**Governance.** The civil protection system operates at two territorial levels, the central and the municipal ones. The overall functioning of the system is the responsibility of the Prime Minister. Responsibility for civil protection planning at the national level is under the Ministry of Interior, namely within the State Fire and Rescue Service. Coordination and management are through the Crises Management Council, led by the Prime Minister. At the territorial level, the system is structured around the municipalities (and the corresponding elected municipal councils) which are nevertheless subordinated to the State Fire and Rescue Service.

Role of LRAs. At the municipal level, Civil Protection Commissions of the municipalities and cities under state jurisdiction are established and managed by the local authorities. These commissions are entrusted with the task of coordinating civil protection measures on the respective territories in case of emergencies.

Main stakeholders. National institutions, local actors and others (NGOs, private sector, volunteers) for fire-fighting, mass media, transport and accommodation services, etc. There is a regulated cooperation between military and civil protection agencies. |
| MT | **Governance.** Civil protection is the responsibility of the Ministry of Home Affairs and National Security. Within the Ministry, a Civil Protection Department (CPD) looks after fire and rescue interventions, urban search and rescue, humanitarian aid, hazardous material, etc. The Operations Control Centre is located at the CPD headquarters.

Main stakeholders. The CPD coordinates its response with other actors, including the police, health organisations, armed forces and NGOs. Volunteers represent an important resource for the CPD. They include: fire station volunteers, diving volunteers, K9 volunteers (for the rescue of people under debris), and specialised personnel in urban search and rescue, and in disaster and emergency response. Cooperation with the army during emergencies is foreseen. |

3.2 Regional examples of civil protection systems

1. Moravian-Silesian region, Czech Republic [6]

The civil protection system of the Moravian-Silesian region is organised as an Integrated Rescue System (IRS). The IRS is activated when at least two of its components are involved in an emergency. The system is managed by the Fire and Rescue Service of the Moravian-Silesian Region. This service is under the Fire and Rescue Service of the Czech Republic. The other two basic components of the system include the police of the Czech Republic (encompassing both national and regional units) and the medical rescue services (a state-funded organisation which is nevertheless established by the Region). However, more components may be involved in the IRS such as volunteer fire brigades, professionals, the army, NGOs and humanitarian organisations, critical infrastructure entities, and civil associations.

Territorial autonomous administrations are also part of the IRS. They include the Regional Authority, the District Authority, and the Municipal Authorities. The Regional Authority manages all autonomous units spread over its territory, plans, and provides for commodities and material. The District Authority undertakes the overall coordination of municipalities and planning tasks. Municipal authorities are responsible for implementation of tasks and are also the founders of the volunteer fire brigades. When an emergency occurs a Task Force is set up at the regional level. Its members include the members of the security council of the Moravian-Silesian Region and other actors. District task forces are set-up at the district level and are composed by, among other actors, the members of the district security councils.

Planning tools include the regional emergency plan, the regional crisis plan, crisis plans of district authorities, municipal crisis cards (i.e. a sort of list of risks, forces and resources, as well as contacts), flood plans and safety reports related to chemicals. In fact, hazardous chemicals are among the risks faced within the region, together with floods (natural and man-made), epidemics, earthquakes, fires, and transport-related accidents.

2. Dresden, *Sachsen* State, Germany[7]

The Dresden Fire and Disaster Protection Office operates as an Integrated Regional Control Centre for Fire and Rescue Services. The office is responsible for fire defence and protection, emergency rescue, ambulance services, disaster

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[6] Kratochvilova (2015).
[7] Sachsen State website and City of Dresden website, accessed August 2016.

relief, civil protection and management of emergency calls related to the City of Dresden as well as to the counties (*Landkreis*) of *Sächsische Schweiz-Osterzgebirge* and *Meißen*. The Control Centre of Dresden started its operations in August 2013 and is one of the five control centres of the Sachsen State. The local level is not only responsible for the operations of the centre but also for its staffing, equipment and maintenance activities.

The City of Dresden is responsible for the organisation and coordination of all tasks undertaken by the Fire and Disaster Protection Office. In particular, the operational responsibility is with the fire and disaster control office of the City. The rights and obligations of the Fire and Disaster Protection Office may be regulated by a statute. The Ministry of the Interior of the Sachsen State provides a statute model as a reference document to encourage coherence of the arrangements made across the State. Reference models are also made available at the State level to regulate cross-border assistance and cooperation in fire fighting and technical assistance activities. Since many municipalities and counties of the Sachsen State are close to Poland and the Czech Republic, transboundary interaction is, in fact, common.

Fire defence and protection are carried out according to the Sachsen State Law on fire safety, emergency services and civil protection (SächsBRKG) and the Regulation on fire fighters (SächsFwVO). In each fire and rescue station there is also an ambulance staffed with professional fire fighters. Fire brigades' personnel are trained as paramedics for emergency rescue purposes. This adds to professionals, volunteers, charities and private actors which are mobilised according to needs, usually by means of a service procurement procedure.

In practice, fire protection, emergency services and civil protection are merged into the operations of one single centre. This is a reflection of the way the SächsBRKG was thought and developed, with the specific view to emphasise synergies, networking and cooperation of all parties involved.

3. Monaghan County, Ireland[8]

Monaghan County Council is part of the Major Emergency Region of the North East. As such, some of its institutions participate as Principle Response Agencies (PRAs) within the North East Region Regional Steering Group (RSG) and Regional Working Group (RWG). These institutions include: the Monaghan County Council, the Monaghan Health Service Executive, and the Monaghan Division of the Police Force. These three PRAs are responsible for managing the

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[8] Sourced from: Monaghan County Council's website (accessed August 2016) and Monaghan County Council's Major Emergency Plan

response to emergencies occurring at the local (i.e. the area of County Monaghan) and regional (i.e. North East Region) level.

Responsibility to guide and oversee the implementation of response to an emergency within the County Council is with the Director of Services for Emergency Services, supported by the Senior Fire Officers from Monaghan Fire Authority. A major emergency may be declared by any PRAs. Once declared, the County Emergency Plan, which was prepared in 2006 and put into force on 30 September 2008, is activated. In case the emergency affects the regional or a higher level, a Plan for Regional Level Coordination and a National Emergency Plans are activated, within which the Monaghan County Council will continue having a role.

The County Emergency Plan specifies the modalities for intervention, the roles and procedures for a coordinated response to emergencies by the police, the ambulance service and the fire service. These are the principal emergency services to which the Irish Coast Guard is added in the event of an emergency affecting waters, harbours and coastlines. Among the risks identified in the County Emergency Plan are: severe weather incidents, aircraft collisions/loss, hazardous materials incidents, major road traffic accidents, natural gas explosions, and industrial fires.

In terms of line of command and roles, the County Council appoints a Controller of Operations and an On-Site Coordinator. The Plan specifies several other roles to be filled, including the Chair of Crisis Management Team, the Chair of Local Coordination Group, the Chair of Regional Coordination Group, the Information Management Officers, the Media Liaison Officers and the Action Management Officers. A Crisis Management Team manages, controls, and coordinates the overall response. It supports the Controller of Operations and deals with the Local Coordination Centre (located in the Monaghan Fire Station) which, in turn, may be dealing with a Regional (or National) Coordination Centre in case the emergency is up-scaled.

In terms of organisations, on top of the principal response services, the following may be mobilised at the request of the On-Site Coordinator: civil defence; defence forces; voluntary emergency services (e.g. Irish Red Cross and Irish Mountain Rescue Association); utilities; and private sector.

4. *Regione Emilia-Romagna*, Italy[9]

Civil protection in the *Emilia-Romagna* region has been operating since 1986. In 2005, a Civil Protection Agency with full autonomy with regard to technical, operational, administrative and accounting issues was established by Regional Law n. 1/2005. In 2015, Regional Law 13/2015 started a restructuring process of the sector which is still on-going and partially driven by a constitutional reform undertaken by the central government and expected to abolish one of the administrative levels of the territory: the 'provinces'[10]. In 2016, the agency in charge of civil protection at the regional level was re-named 'Agency for the safety of the territory and civil protection' ('*Agenzia per la sicurezza territoriale e la protezione civile*') and its responsibility re-organised. Among the agency's functions strictly related to civil protection are: the coordination of entities and structures involved in civil protection across the region; the coordination of the activities related to risk management; and the coordination and management of volunteers involved locally.

The regional civil protection system includes the Region, Provinces, Municipalities, and any form of association of local/municipal entities. Relevant private and public organisations as well as volunteers also have a role, including at the operational level. An agreement signed in 2004 among the various components of the system is at the basis of its functioning and of the common guidelines referred to by all stakeholders for the management of emergencies. The guidelines also support the preparation by the various provinces and municipalities of emergency plans which are comparable across the region. Within these plans, apart from a general part, there is a risk-specific part which is dealing with the most relevant types of risk affecting the region, namely hydrological risk, seismic risk, forest fire risk, and chemical industry risk.

In *Emilia-Romagna*, the civil protection system is based on the following elements: a network of civil protection structures such as Operational Centres, Coordination Centres, First Aid Areas and Buildings, and People Gathering Areas; intervention models for main types of risk; distribution of means and materials to operational structures and volunteers; emergency plans at regional, provincial and municipal level; and civil protection exercises. In addition, there are 'ready to use' and self-standing regional modules, allowing fast intervention in specific areas, such as food distribution to effected population, medical aid, or people search and rescue. One of these modules is based on a cooperation agreement with the Regional Directorate of the Fire Brigades. More in general, agreements are commonly used by the region to involve relevant stakeholders for operational purposes or with regard to forecasting and prevention activities.

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[9] Sourced from the *Regione Emilia-Romagna*'s website (accessed August 2016).
[10] Abolition is subject to the results of a referendum expected to take place in late 2016.

For the former, the Region has formalised arrangements with, for example, the Forest Police, Port Authorities, the Red Cross, or the companies controlling train transport. Forecasting and prevention is tackled through the collaboration with universities and other research or professional organisations. Finally, the system relies on comprehensive ICT infrastructures for communication, monitoring and messaging (e.g. for alerting) as well as an integrated information system to support real-time and forecasting activities.

5. An empirical case from *Västmanland* County, Sweden[11]

The organisation of the civil protection system of the *Västmanland* County is presented by means of a real emergency case (i.e. forest fires) which occurred during the summer of 2014 and which required a multilevel response.

A forest fire alarm was given on 31 July and the first response in terms of local crisis management was immediately organised by *Surahammar* municipality. Fire brigades and volunteers at the local level were mobilised and thousands of people evacuated. Local response was in the following day supported by the regional National Guard. The regional board appointed a leader of the operations. On 3 August the regional crisis response management was activated. On 5 August, the regional level took over the responsibility of operations from the local level. The same day support from Upland, Stockholm and Gotland added to the local and regional forces. Then the fire became a national emergency. The Swedish Civil Contingencies Agency (MSB) mobilised resources (helicopters) and staff. The Swedish Coast Guard was also involved to use its equipment for the monitoring of fire spread. As the fire reached private properties, private actors got involved as well and rented on a voluntary basis more helicopters to transport water. Upon the evidence that local, regional and national response was not sufficient (e.g. lack of specialised resources such as water-bombing planes), Swedish authorities finally called for bilateral cooperation (with Norway) and for the activation of the Union Mechanism. On 5 and 6 August, French and Italian helicopters started providing intense drops which continued up to 10 August. On 11 August, operations on the ground started again, the intervention of the helicopters ended and so did the national response. By mid-August the fire was under control.

The multi-level (both horizontally and vertically) response capacity relies on the application of plans and procedures which are set in a pre-crisis phase. According to the principle of subsidiarity, the emergency is handled first at the lowest possible level (municipal); as soon as the crisis's size increases, the regional level takes over, also with a view to providing coordination and

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[11] Kruke and Morsut (2015) .

cooperation with all actors involved and at all levels (nationally and internationally).

Appendix I – Additional References

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