



# Civil Protection Systems of the Adriatic and Ionian Countries. A review.

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# AdriGov

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# **Civil Protection Systems of the Adriatic and Ionian Countries. A Review.**

The present study has been financed in the framework of the ADRIGOV Project. The ADRIGOV Project aims at strengthening institutional cross-border cooperation in the Adriatic-Ionian and at promoting a new, shared model of governance, especially by improving European project cycle management skills of administrative staff. The ADRIGOV Project has commissioned Osservatorio Interregionale Cooperazione Sviluppo (OICS) to undertake a research aimed at reviewing Civil Protection systems in the Adriatic-Ionian region, in order to identify major strengths and weaknesses and possibly good practices.

The Interregional Observatory on Development Cooperation (Osservatorio Interregionale Cooperazione Sviluppo: OICS) is a non-profit organization which was founded in 1991 by the Conference of the Italian Regions and Autonomous Provinces, as a joint structure for international co-operation.

Among its several specific tasks, the Observatory facilitates Italian regions and autonomous provinces in planning, implementing as well as evaluating and monitoring cooperation and internationalization initiatives. In addition it promotes research and realises activities dealing with emergency situations and humanitarian aid.

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The range of her research interests stretches from the implementation of Cohesion Policy to the evaluation of structural funds, from administrative capacity building to public employment reforms in the EU.

## Civil Protection Systems of the Adriatic and Ionian Countries. A Review

*“When responding to disasters, Europe is strongest when it combines its capacities and benefits from its diversity and different expertise”*

(former President of the European Commission, J.M. Barroso)

The concept of a Civil Protection Cooperation (hereafter CPC) first emerged in the ‘80s, when countries across Europe begun to recognise the huge advantages of cooperation in the field of Civil Protection (CP), the exchange of ideas, experiences and good practices as well as mutual emergency assistance. With time, based on the principles of *subsidiarity* and *complementarity*, it proved to enhance a great deal the overall capacity to cope with a wider range of types of hazards. More than thirty years later, the added value of improving synergies among European civil protection authorities is still on the EU agenda. The development of an integrated Civil Protection Policy (hereafter CPP) represents an opportunity not only to boost the sustainability and resilience of Civil Protection systems at EU level, but to enable the self-improvement of neighbouring countries’ capabilities and action as well as their closer integration and gradual association with the EU.

The present study aims at reviewing the structure of civil protection sectors in the Adriatic-Ionian countries and, at same time, to take stock of the cooperation that has been activated under the sponsorship of the European Commission during the course of the last decades.

Having a high vulnerability to natural and technological disasters, which most of the time transcend borders and exceed the management capacities of individual countries, inter-regional coordination and transnational cooperation remain pivotal to civil protection efforts of national and local authorities of both sides of the Adriatic, as well as their communities and businesses.

In this sense and following the suggestions contained in the Jakovčić Report (European Parliament, 2015), this study provides a background to a wider reflection about the possibility to strengthen existing CPC mechanisms in the Adriatic-Ionian region, with a view to a more effective support and a better implementation of the European CPP. The creation of a regional centre for the strategic coordination of national and regional CP systems of the Adriatic-Ionian region is deemed as instrumental to the reduction of countries’ vulnerability to disasters at national, regional and local levels. In addition, it can constitute a relevant added value in the European Strategy for the Adriatic-Ionian Macro-Region, while making a major contribution in the integration process of candidate and potential candidate countries in the EU.

By comparing the administrative organisation of CP in each Western Balkan country and Member State participating to the Strategy, this study is expected to identify a convergence criteria for future cross-border and trans-national cooperation and further capacity building on which the centre could rely.

## Methodology

The information contained in this report is largely based on desk research as well as on the literature review of EU and national key documents (legislative texts such as decisions and Treaties, guidelines, official documents, reports, working papers, academic papers etc.) and analysis of official data.

First, a sketchy review of the legal bases of the European CPP, with an emphasis on the EU Civil Protection Mechanism and its organisational and financial tools, is provided. The sources of financing that can be devoted to the strengthening of institutional capabilities and the enhancement of the interactions of candidate and potential candidate countries with the EU Civil Protection Mechanism are also accounted for.

Then, individual country reports are provided, collecting information about national administrative divisions, an outline of the legislative framework in which CP is embedded, a description of the type of CP system and its organisational structure (organisation, responsibilities), an examination of how the CPP is articulated at local level, a list of the organisations partaking to the policy at national level, as well as the types of international, regional and bilateral agreements that are in place.

## The legal bases of Civil Protection Cooperation at European level

Although European Civil Protection Cooperation (CPC) as related to marine pollution management, could be traced back to the late '70s, until the entry into force of the Lisbon Treaty (TFEU) in 2009, there wasn't any proper legal basis in this field. Civil protection (CP) was only mentioned in Article 3 of the Rome Treaty<sup>1</sup> and all activities and decisions could only be made under the catch-all provision of Article 308 of the Amsterdam Treaty<sup>2</sup>. The Treaty of Lisbon formally introduced CP as a self-standing policy, providing for EU "supporting competences"<sup>3</sup>.

Under article 196 of the TFEU, the EU's role in the field of CP is to encourage cooperation between Member States in order to improve the effectiveness of systems for protecting people, environment and property, including cultural heritage, against natural or man-made disasters; to supplement Member States' efforts and train their personnel; to promote consistency in international CP; to support and complement preparedness and prevention through a range of activities, such as training courses, exchanges of experts and good practices, simulation exercises and different types of cooperation projects<sup>4</sup>.

CPC is also based on the so-called "solidarity clause", specified under Article 222 of the TFEU, providing a legal basis for Member States to "act jointly in the spirit of solidarity", including the mobilisation of hard military resources aimed at addressing modern threats from non-state entities or natural or man-made disasters (Konstadinides, 2011: 13).

<sup>1</sup>Which is the reason why it belongs to the first pillar.

<sup>2</sup>Authorising the Council to unanimously act to obtain a treaty objective in areas where the ECT provided no legal base.

<sup>3</sup>According to Article 6 of the Treaty on the Functioning of the EU (TFEU), in areas of supporting competence the EU can only intervene to support, coordinate or complement the action of Member States, without being able to require the harmonisation of EU countries' laws or regulations. In the field of CP, measures can be adopted in relation to risk prevention, preparation of civil-protection personnel, response to natural or man-made disasters, international cooperation between national civil-protection services, consistency in international civil-protection work. Monitoring and assessment measures are also included in the range of EU competences. Whereas Member States are involved in the administration and monitoring of the selection and evaluation of co-financed projects.

<sup>4</sup>Measures taken to achieve these objectives are agreed through the ordinary legislative procedure.

Following discussions regarding the need for reinforcing cooperation, Council Decision 2001/792/EC adopted the “Community Civil Protection Mechanism”. The decision not only boosted the EU’s competences in the CPP, but also it paved the way for a subsequent joint declaration of the Commission and the Council allowing pooled resources to be used abroad (Ekengren et al., 2006: 460).

In the wake of the terrorist attacks in Madrid (2004) and London (2005), it was recognised that imminent threats of major emergencies required more coordination and flexibility as well as a rapid mobilisation of teams. An *all-hazard* approach was introduced, which stretched the concept of risk management inside and outside the EU to include response to crises linked to the threat of weapons of mass destruction, the fight against terrorism and organised crime, cyber security and energy security (European Council, 2005; cf. European Commission, 2010).

With Decision 2007/162/EC Euratom, the Mechanism became a robust platform for CPC, where funding of activities aimed at preventive, preparedness and more effective response actions was also envisaged (European Commission, 2015). Eventually, with Decision No 1313/2013/EU of the European Parliament and the Council the greater emphasis placed on disaster prevention and preparedness was particularly focused on national risk assessments and risk management planning. The community Civil Protection Mechanism was reformed and became the Union Civil Protection Mechanism (UCPM), which at present involves 34 EU- and non-EU states.

Organisationally, the UCPM is under the responsibility of Directorate-General Humanitarian Aid and Civil Protection Department (DG ECHO)<sup>5</sup>, which supports and coordinates the civil protection systems of Member States. To this end, DG ECHO organizes table-top exercises, as well as large scale simulations aiming at an increased level of preparedness and the consolidation of a coherent approach among the members of the Mechanism.

At a strictly operative level, the UCPM is based on a number of tools, most of which are financed via the Civil Protection Financial Instrument (CPFI), or additional funds and EU Instruments such as the Instrument for Pre-accession Assistance (IPA). Until 2013 the Monitoring and Information Centre (MIC), acted as a monitoring and coordination centre through mainly the Common Emergency and Information System (CECIS) and the Early Warning Systems (EWS). As of 15 May 2013, the MIC was replaced by the Emergency Response Coordination Centre (ERCC), which assures monitoring of disasters across the globe and around the clock, organizes the deployment of modules and liaises with contact points in participating countries.

The European Emergency Response Capacity (EERC), deploys pre-prepared “modules”<sup>6</sup> pooling civil defence capacities available at local, national and EU levels to undertake specialised tasks such as search and rescue, aerial forest-fire-fighting, management of oil spills at sea and medical assistance (including the European Medical Corps: EMC).

<sup>5</sup>Until early-2010, the policy was under the responsibility of Directorate-General Environment/Civil Protection Unit, as initially cooperation focused on managing major natural disasters. In October 2009, the CP Unit was reorganized and split in two separate Units: a) Unit Civil Protection – Disaster Response and b) Unit Civil Protection – Prevention and Preparedness. With a view to better exploiting synergies and reinforcing the coherence of EU response operations, in February 2010 the two Units were transferred DG ECHO. They were reorganised into Unit A/5: Civil Protection Policy, Prevention, Preparedness and Disaster Risk Reduction; Unit B/1: Emergency Response, which manages the operational part of the Mechanism (organises international assistance missions) and monitors the Mechanism’s actions and assistance requests.

<sup>6</sup>Autonomous, self-sufficient teams made up of civil protection equipment and transport resources voluntarily committed by one or more participating country.

## Sources of funding

The European CPP is a good example of a policy where national responsibility in managing the effects of disasters remains unchallenged, but the abilities of Member States to deal with those emergencies are enhanced through mutual assistance. In this sense, the EU plays an enabling role to support, coordinate or supplement the actions of EU Member States, but it is Member States who bear the financial costs. This leaves the EU Civil Protection budget (under Heading 3 “Security and Citizenship”, if assistance is deployed in the EU; or under Heading 4 “Global Europe”, if it is activated outside the EU), relatively small.

According to Council Decision 2007/162/EC Euratom, CP projects can be funded through the Civil Protection Financial Instrument (CPFI)<sup>7</sup>. The Decision mainly set out actions eligible for financial assistance and provided special provisions to fund transport resources, with a view to establish rapid response and preparedness for major emergencies. Currently, eligible actions include: the operation of MIC and CECIS, the dispatch of evaluation and coordination experts in affected areas, as well as the relevant support material; communication tools and citizens’ awareness-raising measures; financing of additional transportation means. The CPFI also finances a Training Programme, the “Exchange of Experts” Programme, studies and exercises.

National teams can be supported in their transport costs, logistic coordination, trainings and participation to workshops and exercises, up to 85%. In particular, the CPFI may cover the transport of assistance to disaster-stricken areas – up to 55% of the total cost in most cases, and up to 100% if this is needed to make the pooling of resources operationally effective. Participating countries that contribute to the voluntary pool of CP resources are eligible for Union co-financing of adaptation and certification to ensure compatibility of equipment, at co-financing rates that can range between 20% and 100%.

According to the ex-post evaluation report of the CPFI 2007-2013, a total amount of € 189.8 million was committed for the implementation of the Mechanism (Capdevilla *et al.*, 2014). The financial envelope for the UCPM for 2014-20 is worth € 368.4 million, of which € 223.7 million is to be spent on prevention, preparedness and response actions inside the EU, and € 144.6 million is for actions abroad. Of these money, 20% is to be spent on prevention actions, 50% on preparedness and 30% on response, with some scope for reallocation of funds between these categories over the course of the Multiannual Financial Framework (MFF). These amounts are complemented by contributions from non-EU countries that participate in the EU Civil Protection Mechanism.

Along with the CPFI, however, also the EU Structural and Investment Funds (ESIFs) can be a source of support with more substantial funding for specific eligible actions, provided that operational programmes foresee such investment priority (and candidate projects fulfil thematic objectives of the operational programmes).

In addition, there are funds available under direct management of the EU, for example, for research and innovation (the “Secure societies – Protecting freedom and security of Europe and its citizens” Challenge), which also serve CP purposes; and there are national, regional and local funds used for the co-financing or the supplementary funding of investment projects.

<sup>7</sup>The CPFI replaced the Community Action Programme (CAP), supporting prevention, preparedness and the exchange of techniques and methods of response to disasters caused by natural hazards between 1999 and 2006. In particular, thematic priorities were set on a yearly basis and included citizens’ awareness-raising activities, prevention of risks and response and rehabilitation techniques. The first CAP covered the years 1998 and 1999, and was then followed by a second, 5-year-programme, which ran from 2000 to 2004, which was in turn extended to 2006.

Furthermore, in addition to the 'big' mainstream operational programmes of a given region or country, there are specific operational programmes for "European Territorial Cooperation" (ETC), such as the ADRION Programme, which is financed under the European Regional Development Fund (ERDF) and the Instrument for Pre-Accession Assistance (IPA II), as well as national contributions. Themes covered under the Programme include: protection of the environment, flood management, adaptation to climate change.

As far as candidate countries and potential candidate countries of the Western Balkans participating to the EUSAIR is concerned, in 2010 the European Commission developed a comprehensive programme to strengthen cooperation in the field of CP<sup>8</sup>. With the overall objective to reduce the vulnerability to natural and man-made disasters at local, national and regional levels, the programme was one of the steps to pave the way of the candidate countries and potential candidates towards the EU in the field of civil protection. It encompassed activities aiming at increasing synergies and complementarities among EU instruments, and regional and national efforts that could be mobilised to deal with a variety of disasters. The programme was managed by DG ECHO and financed within the framework of the Instrument for Pre-Accession (IPA) bilateral or multi-beneficiary programmes.

Between December 2010 to November 2012 the IPA Civil Protection Cooperation Programme consisted of three main components: a training programme with exchanges of experts' component (lot 1); regional large scale table-top, field exercises and participation in the UCPM exercises (lot 2); and framework for the exchange of good practice between the partner countries and Mechanism Participating States through the organisation of workshops on key identified topics (lot 3)<sup>9</sup>. As the programme assessments led to the main recommendation to enhance coordination, a new phase of the programme was undertaken, the IPA Civil Protection Cooperation Programme II, which run between 5 November 2013 and 4 November 2015. This time the three components covered capacity-raising through trainings and exchange of experts; capacity-raising through field exercises and the participation of observers; capacity-raising through table-top exercises (TTX) on Host Nation Support (HNS); workshops and provision of technical support.

These two programmes unquestionably brought about closer integration and gradual association of Western Balkan countries with the EU CP systems, in particular in the UCPM, as well as an increase of CP capacities in the area.

This said, the establishment of a regional centre for CP in the Adriatic-Ionian region must be pondered at the light of the limited amount of money available. Existing funds can be mainly used to exchange information, experiences and ideas, to develop a common analysis and understanding of problems and opportunities, to elaborate common concepts and practical guides for the development of the area, and to promote the creation of networks between universities, research institutions and enterprises. It is hence advisable to bet on more coordination, which increasingly seems the decisive key to the implementation of CP mechanisms at both the EU level and in the Adriatic-Ionian region.

<sup>8</sup>The beneficiaries of the programme were also the other enlargement countries. Then Croatia, Iceland, Montenegro, the Former Yugoslav Republic of Macedonia and Turkey were candidate countries, whereas the other countries of the Western Balkans – Albania, Bosnia and Herzegovina, Serbia and Kosovo under UNSCR 1244/99 – were known as potential candidates.

<sup>9</sup>Under Lot 1, a total of 14 training courses were provided to 243 civil protection experts by 21 trainers from 13 Participating States. In addition, more than 15 exchanges took place whereby 77 experts were placed in eight Participating States as well as at the MIC in Brussels. Under Lot 2, two regional exercises took place in Slovenia in October 2011 (IPA SI Quake 2011) and the second field exercise (IPA CRO Floods 2012) in Croatia in May 2012. Overall, 420 rescue personnel from all eight partner countries, 70 rescue personnel from Participating States, and 124 observers and visitors (from beneficiary countries, and Participating States) participated in these exercises. Under Lot 3, a total of 12 workshops were organised on six civil protection topics for a total of 212 participants from the beneficiary countries who gathered with more than 33 experts from some 15 EU Civil Protection Mechanism Participating States, the Commission, UN, FEMA, and the International Federation of Red Cross and Red Crescent Societies. Finally also, under Lot 3, an analytical study on host nation support was carried out in order to get beneficiary countries prepared for receiving foreign assistance. The study aimed to depict the status quo within the beneficiary countries and identified elements of improvement of the future cooperation in the field of disaster relief.

## Civil Protection in the countries participating to the EUSAIR

Before comparing CP systems of the Adriatic-Ionian countries, it is worth considering the risk profile of our country selection. CPC in the countries participating to the European Strategy for the Adriatic-Ionian Region, includes four Member States (Croatia, Greece, Italy and Slovenia) and three Candidate Countries (Albania, Montenegro and Serbia), plus one Potential Candidate Country (Bosnia Herzegovina).

The risk profiles of these countries have as a common denominator seismic events, together with other natural hazards such as floods, forest fires and landslides. Croatia, Greece and Slovenia are also prone to chemical/industrial accidents. Table 1 shows the risk profiles of Adriatic-Ionian countries as a continuum ranging from low to medium and high risk. The table synthesises data from the Index for Risk Management (INFORM), which is a composite indicator that identifies countries at risk of humanitarian crisis and disaster that would overwhelm national response capacity. The INFORM model is based on risk concepts published in scientific literature and envisages three dimensions of risk: hazards & exposure (including physical exposure and physical vulnerability), vulnerability (focusing on the fragility of the socio-economic system) and lack of coping capacity (namely lack of resilience to cope and recover) dimensions<sup>10</sup>.

While the exposure to hazards and the lack of coping capacity are higher in Bosnia Herzegovina and Serbia, Italy and Greece have the highest level of vulnerability, which let us suppose that they have also greater expertise to exchange. As far as the overall risk indicator (Inform Risk Indicator: IRI) is concerned, Slovenia has the lower risk and Albania the highest. The rank order, however, shows that Western Balkan countries have a higher risk as compared to Member States. Figure 1 provides a visualisation of the (IRI) in the Adriatic-Ionian region.

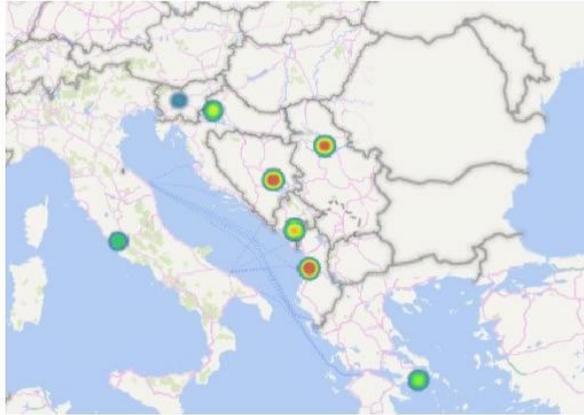
**Table 1** *Inform Country Risk Profiles in the Adriatic-Ionian Countries*

	SI	HR	ME	IT	EL	AL	BA	RS
Hazard & Exposure	1.4	2.0	2.2	2.3	2.4	2.6	3.3	3.7
Vulnerability	1.5	1.8	1.3	3.1	3.6	2.0	1.9	3.2
Lack of Coping Capacity	0.9	1.3	2.3	1.7	1.3	1.7	3.8	3.6
<b>Inform Risk Indicator (IRI)</b>	<b>1.9</b>	<b>3.2</b>	<b>3.7</b>	<b>2.5</b>	<b>2.9</b>	<b>5.1</b>	<b>4.8</b>	<b>4.4</b>

*Source:* <http://www.inform-index.org/>

<sup>10</sup>For more accurate information on the INFORM methodology visit the following page: <http://www.inform-index.org/InDepth/Methodology>

Fig. 1 Inform Risk Indicator in the Adriatic-Ionian Countries (2016)



Source: <http://www.inform-index.org>  
Own elaborations

The following section summarises the structure of CP in each Adriatic-Ionian country. In an attempt to provide comparable information, several sources have been consulted and synthesised, namely information from DG ECHO and UNISDR websites<sup>11</sup>.

The profiles compare countries on a number of systemic variables: administrative organisation of the country, legal bases of CP, type of CP system. Then the internal organisation of the CP is taken into account along the relevant administrative tiers of government (ministerial, regional, provincial, municipal or local levels). And lastly information on the range of other stakeholders of the sector is also provided: the existence of volunteer associations, other national organisations working in the field of CP (only WB countries) as well as all the applicable international, multilateral/bilateral or regional agreements in place.

<sup>11</sup>[http://ec.europa.eu/echo/files/civil\\_protection/vademecum](http://ec.europa.eu/echo/files/civil_protection/vademecum);  
<https://www.unisdr.org/partners/> and <http://seekms.dppi.info/> respectively

## Country profiles

Country	Albania (AL)
<b>Administrative organisation</b>	12 counties/regions, 36 districts, 65 municipalities and 309 communes.
<b>Legal basis of CP</b>	Albanian Law 8756 of 26th March 2001 on Civil Emergencies; Albanian National Civil Emergency Plan of 3 December 2004.
<b>Type of CP system</b>	Decentralised and based on a network of local decision-centres.
<b>National authority resp. for CP</b>	Council of Ministers has overall responsibility for civil emergency planning and crisis management.
<b>Ministerial level</b>	The Ministry of Interior is the implementation agency for the Council of Ministers and thus is responsible for managing CP. Within the MOI, the General Directorate of Civil Emergency (GDCE) is a permanent and specialised structure and is directly responsible for handling the initial response to civil emergency as well as for implementing the civil emergency management cycle throughout all its stages and administrative levels. It encompasses: the Directorate for Civil Emergency Planning & Coordination; the National Emergency Operations Centre; the Directorate for Fire-fighting & Rescue Operations. Each line Ministry is responsible for planning and handling civil emergencies according to their own area of expertise and competences. The Inter-Ministerial Committee for Civil Emergencies, coordinated by the Prime Minister, has direct responsibility for managing countrywide emergencies.
<b>Regional level</b>	Prefects are accountable for CP in counties and districts. They represent, report to and coordinate with central level structures. They can establish Regional Commissions for Civil Emergency Planning and Response.
<b>Local level</b>	District sub-prefects are responsible for the coordination of local fire brigades. Mayors and the Heads of Communes are responsible for civil emergency planning and crisis management within their respective jurisdictions. Through the Local Civil Emergencies Commissions, they coordinate the activities of governmental and non-governmental structures in emergency planning and response.
<b>Volunteering</b>	1810 persons (non members of the Red Cross).
<b>Other nat.l organisations</b>	International organisations: UNDP Albania; research centres: CIMA Research Foundation – branch Albania; NGOs: Shoqata “Eko –Alb”, Fondacioni Arginas ER (FAER), Institute of Nature Conservation (INC).
<b>International agreements</b>	EUR-OPA Major Hazards Agreement with the Council of Europe (1993); United Nations Environment Programme (UN EP, 1976); United Nations Economic Commission for Europe (UN ECE, 1994).
<b>Multilateral agreements</b>	Cooperation on technological Disasters with Austria, Croatia, Hungary, Italy, Poland, and Slovenia (1992); Civil-military Emergency Planning Council in the SEE with Bulgaria, Croatia, FYROM and Romania (2001), BiH; Cooperation on disaster preparedness-prevention in South Eastern Europe (2002, 2007).

Country	Montenegro (ME)
<b>Administrative organisation</b>	21 municipalities.
<b>Legal basis of CP</b>	The National Strategy for Emergency Situations; Law on Rescue and Protection activities in Montenegro; Law on Transportation of Dangerous Goods; National Strategy for Emergency Situations and Law on Rescue and Protection.
<b>Type of CP system</b>	Civil protection is loosely organised at local level and relies on voluntarism.
<b>National authority resp. for CP</b>	Ministry of Interior and Public Administration. The Emergency Management Coordination Team and Directorate for Emergency Management, within the MPOPA.

<b>Ministerial level</b>	<p>Former Sector for Emergency Situations and Civil Security (SESCS), within the Ministry of Interior and Public Administration. Since 2013 it is known as the Directorate for Emergency Management (DEM), which is responsible for risk management, preparedness and search and rescue in cases of earthquakes, fires and other natural or technological incidents.</p> <p>The Ministries partaking to the National Platform for Disaster Risk Reduction are: Interior, Defence, Sustainable Development and Tourism, Agriculture and Rural Development, Health, Science. The Directorate is divided into 5 directions, 4 departments and 7 Territorial Unit in Podgorica, Bijelo Polje, Pljevlja, Niksic, Bar, Berane and Herceg Novi.</p>
<b>Local level</b>	<p>Local Civil Protection Units, formed by volunteers, are established by the DEM. The Fire-Fighting Service is organised at local level through “Municipal Rescue and Protection Units.</p>
<b>Other organisations</b>	<p>International: Centre for Sustainable Development / UNDP Montenegro; Governmental: Institute of Hydrometeorology and Seismology; Scientific research: Montenegro Public Enterprise for Coastal Zone Management, Hydrometeorological and Seismological Service of Montenegro, Environmental Protection Agency of Montenegro.</p>

<b>Country</b>	<b>Bosnia and Herzegovina (BA)</b>
<b>Administrative organisation</b>	2 Entities: the Republic of Srpska, comprising 7 Regions and 63 municipalities, and the Federation of BiH, comprising 10 Cantons and 74 municipalities; the Brčko Federal District.
<b>Legal basis of CP</b>	Framework Law on Protection and Rescue of People and Material Goods against Natural or other Disasters; Law on Protection and Rescue in Federation of BiH; Law on Civil Protection in Republic of Srpska; Law on Protection and Rescue in Brčko District (procedure in progress)-.
<b>Type of CP system</b>	Decentralised. Both the State and entities have jurisdiction (can make regulations) over their own Civil Protection structures, however the state focuses more on strategy, while entities and the Brčko Federal District focus on operational matters.
<b>National authority responsible for CP</b>	<p>The Council of Ministers is at the top of the CP structure, operating through the Sector for Civil Protection (SCP) within the Ministry of Security.</p> <p>The Protection and Rescue Sector encompasses the Department for International Cooperation and Coordination; the Department for Strategic Planning and Protection and Rescue Measures; the Department for Structure and Training; the Operational - Communicational Centre of BH.</p>
<b>Ministerial level</b>	<p>In the federation of BiH, the Federal Administration of Civil Protection, under the authority of the Federation Government. In the Republic of Srpska, the Ministry of Local Governance, under the authority of the Government. In the Brčko Federal District, the Department of Public Safety, under the authority of the Government.</p> <p>SCP implements international commitments and cooperation in the field of CP, coordinating activities at entity level and Brčko Federal District.</p>
<b>Entity level</b>	<p>The Ministry of Transport and Communications, the Ministry for Human Rights and Refugees, the Ministry of Civil Affairs are also involved in the CP policy.</p> <p>Two Entity Civil Protection Administrations (Civil Protection Administration of Federation BH and Civil Protection of Srpska) and the Department for Public Security of Brčko District (Civil Protection Service). Both entities and the Brčko Federal District define, plan, train, organise, finance and execute protection and rescue with the aim of reducing risks and removing or mitigating the harmful consequences of disasters caused by natural or other hazards.</p>

<b>Canton level</b>	In the Federation of BiH each canton establishes its own legislation covering protection and rescue activities at their level.
<b>Regional level</b>	In the Republic of Srpska there are five regional centres in the regions of Banja Luka, Bijeljina, Doboј, Sokolac and Trebinje.
<b>Local level</b>	In the Federation of BiH municipalities and cities establish their own legislation covering protection and rescue activities. In the Republic of Srpska, Local Civil Protections at town/municipal level are fully responsible for protection and rescue activities in their territories and provide a range of services in coordination with the regional CP Units. The town mayor is the Civil Protection headquarters commander, with mostly responsibility at operational level. In the Brčko Federal District, municipality mayors command operations in the event of emergencies.
<b>Other nat.l organisations</b>	International: International Sava River Basin Commission (ISRBC); Governmental: Republic Hydrometeorological Service of Republic of Srpska, (RHMZ RS); Research centres: Hydro-Engineering Institute Sarajevo.
<b>Bilateral agreements</b>	Cooperation on natural and other disasters: Croatia (2001), Montenegro (2007), FYROM (2008), Serbia (2010), DEMA-Denmark (2006, Slovenia; MoU with Formez-Italy (2004) and with Turkey (2011).
<b>Regional agreements</b>	Cooperation on technological Disasters with Austria, Croatia, Hungary, Italy, Poland, Slovenia (1992); Civil-military Emergency Planning Council in the SEE: Bulgaria, Croatia, FYROM, Romania (2001); Cooperation on disaster preparedness-prevention: South Eastern Europe (2002), plus a Memorandum of Institutional Framework for Disaster prevention-preparedness (2007).

<b>Country</b>	<b>Serbia (RS)</b>
<b>Administrative organisation</b>	2 autonomous provinces; 29 districts; the city of Belgrade (separate territorial unit); 23 cities, 28 urban municipalities, 150 municipalities; 6158 villages and 195 urban settlements.
<b>Legal basis of CP</b>	The current Serbian civil security system was established in June 2010 and its normative and operational construction is planned to be fully completed by 2016. Law on Emergency Situations, updating legislation from 1977 and 1988 and institutionalising modern emergency management system in Serbia; Regulation on formation of disaster response headquarters on republic, regional and local level.
<b>Type of CP system</b>	Decentralised, each administrative tier has responsibility for both crisis management preparation and response, within its constitutional-legal mandate and operative capacities.
<b>National authority responsible for CP</b>	Civil Protection Department of the Ministry of Defence, and the Protection and Rescue Department of the Ministry of Interior (originally the Fire Brigade). In cases of emergency the Sector for Emergency Management (SEM), within the MOI, consists of the Department for Prevention, the Department for Fire Fighting Rescue, the Department for Risk Management, the Department for Civil Protection, the National Training Centre. In 2011, the Serbian Government adopted a decision on the appointment of the members of the National Emergency Management Headquarters (NEMH). In 2013, the National Platform for Disaster Risk Reduction was proclaimed.
<b>Ministerial level</b>	Under the umbrella of the SEM, converge emergency services of the Ministry of Defence, the Ministry of Environment, the Ministry of Health, the Commissariat for Refugees.
<b>Province level</b>	Provincial Department of Civil Protection, plus Disaster Response HQ.
<b>Local level</b>	Local Department of Civil Protection, plus Disaster response HQ headed by mayors and representatives of SEM. The presidents of municipalities are the commanders of the local crisis committees, which have the authority to form <i>ad hoc</i> teams composed of personnel and means of the State police, Fire Brigade, local institutions and local military structures.

<b>International agreements</b>	United Nations International Strategy for Disaster Reduction (UNISDR), EUR-OPA with the Council of Europe; Disaster Preparedness and Prevention Initiative (DPPI) for South East Europe; United Nations Development Programme (UNDP); United Nations Office for Humanitarian Affairs (UN-OCHA); Civil-Military Emergency Planning (CMEP); NATO, OSCE, USAID, BSEC; Danish Emergency Management Agency (DEMA).
<b>Other organisations</b>	International: International Sava River Basin Commission (ISRBC); Commercial (private): MapSoft d.o.o.
<b>Bilateral agreements</b>	Montenegro; Bosnia Herzegovina; Russian Federation; DEMA-Denmark; Ukraine
<b>Regional agreements</b>	Montenegro; Bosnia Herzegovina.

<b>Country</b>	<b>Croatia (HR)</b>
<b>Administrative organisation</b>	20 counties and 1 city.
<b>Legal basis of CP</b>	Protection and Rescue Act; Fire-Fighting Act; Act on Protection against Natural Disasters; Act on Local and Regional Self-Government; Act on the Structure and Scope of Activity of the Central State Administration Authorities; Rules on the methodology for making threat assessments and protection and rescue plans and a score of other acts and supporting legislation.
<b>Type of CP system</b>	Civil protection is organised at all levels, from local communities to the state, as a reserve operational force of a single protection and rescue system.
<b>National authority resp. for CP</b>	National Protection and Rescue Directorate (DUZS) in the Minister of Interior, in cooperation with the Ministry of Defence.
<b>Ministerial level</b>	Central State Administration Authorities, within the framework of their scope of activity and competency. ensure the efficient functioning of protection and rescue systems. Inter-ministerial cross-cutting coordination is still not implemented. National Platform for Disaster Risk Reduction, whose Committee is constituted by the following Ministries: Interior, Defence, Environmental and Nature Protection, Foreign and European Affairs, Economy, Health, Science, Education and Sport; Sea, Transport and Infrastructure; Culture; Regional Development and EU Funds; Agriculture; Construction and Physical Planning; Tourism; Social Policy and Youth; and other stakeholders.
<b>Regional level</b>	Heads of regional and local self -government are responsible for establishing, developing (equipping and training) and engaging CP Units. Regional units have their Protection and Rescue HQ and deploy operational units called County P&R Operational Forces.
<b>Local level</b>	Towns/municipalities have their own Protection and Rescue Operational Forces.
<b>Private sector</b>	Public-private partnerships with all companies that perform protection and rescue activities as well as citizens' associations, whose activities are complementary to protection and rescue organisations.
<b>Volunteering</b>	Volunteer Fire-Brigades; Radio amateurs and other organizations; Croatian Red Cross; Croatia Mountain Rescue Service; Croatian Rescue Dog Association; Croatian Divers Association.
<b>Other organisations</b>	Governmental: Institute for Physical Planning Region Of Istria; International: International Sava River Basin Commission (ISRBC); Academic research: Faculty of Science, University of Zagreb; Scientific research: Institute for Adriatic Crops and Karst Reclamation, Institute of Oceanography and Fisheries; Hydrographic Institute of the Republic of Croatia; Regional Activity Centers - Priority Action Programs (PAP RAC); Croatian Geological Survey; Ruder Bošković Institute.
<b>Bilateral agreements</b>	Hungary (1997); Slovenia (1997); Bosnia and Herzegovina (2001); Slovakia (2003); Poland (2003); Austria (2004); France (2007); Montenegro (2008); European Union.
<b>Regional agreements</b>	Disaster Preparedness and Prevention Initiative (DPPI); South-East Europe Defence Ministerial (SEDM); Civil-Military Emergency Preparedness South Eastern Europe (CMEP SEE).

Country	Italy (IT)
<b>Administrative organisation</b>	20 regions, 110 provinces and about 8,100 municipalities.
<b>Legal basis of CP</b>	Legislative Decree no 225/92; Legislative Decree 112/98.
<b>Type of CP system</b>	Decentralised and based on the high level of involvement of local authorities.
<b>National authority resp. for CP</b>	Department of Civil Protection (DCP), under the office of the president of the Council of Ministers. It is managed by a Head of Department and is divided into eight main offices, each managed by a General Director. Each office is furthermore divided into two or more Services carrying out specific tasks. The main operational branches are the Command and Control Direction and the National Situation Room.
<b>Ministerial level</b>	Department of Civil Protection (DCP) within the Council of Ministers All other Ministries (Foreign affairs, Environment, Health, Economy and Finance, Defence, Productive Activities, Cultural Heritage, Education, University and Research, Communications, Agricultural Policy and Forestry) cooperate to the CP policy. The DPC coordinates the Italian National Platform for Disaster Risk Reduction (2008), to which all relevant Ministries partake.
<b>Regional level</b>	Regions are responsible for defining risk forecast and prevention programmes. They operate through Operational Rooms and Regional Functional Centres (Art. 108 of Legislative Decree no 112/98).
<b>Province level</b>	Provinces are responsible for defining and implementing the related emergency plans. They operate through Mixed Operational Centres and Rescue Coordination Centres.
<b>Local level</b>	Municipalities are responsible for drafting municipal emergency plans and for the coordination of relief operations on their respective territories. They operate through Municipal Operational Centres.
<b>Private sector</b>	Private and institutional organisations can participate in the implementation of civil protection activities (through the stipulation of conventions). These include: public transportation companies; water, gas, electricity and telecommunication companies; waste and sewage management companies; roads and highways management companies; special service providers (e.g. shelter, heavy-duty machinery etc).
<b>Volunteering</b>	878 volunteer organisations are considered part of the national CP.
<b>Bilateral agreements</b>	Albania, France, Malta, Russian Federation, Swiss Confederation, Cyprus; Argentina, Armenia, China and Venezuela.
<b>Regional agreements</b>	Southern Europe, Northern Africa and the Middle East (PPRD-South (EUROMED); France, Spain, Portugal, Greece (FIRE 5); The Balkans and Southern Europe (Adriatic-Ionian Initiative - AII).

Country	Slovenia (SI)
<b>Administrative organisation</b>	210 municipalities of which 11 are urban municipalities.
<b>Legal basis of CP</b>	Act on Protection Against Natural and Other Disasters; Act on Fire Protection Fire Service; Protection against Drowning Act; Act on the Recovery from the Consequences of Natural Disasters; Act on Material Duty; The Resolution on the National Security Strategy of the Republic of Slovenia.
<b>Type of CP system</b>	The term CP is used to describe particular operational units addressing tasks relevant to intervention and rescue in emergencies linked to specific accidents that cannot be managed by other forces. It includes also operational leadership and coordination structures in case of accidents, including civil protection commanders and their staff (organised at national, regional and local levels). In other words, in Slovenia CP refers to a much narrower and more specific range of activities than is common elsewhere in the EU (Gaetani <i>et. al.</i> 2009).

<b>National authority resp. for CP</b>	The Administration for Civil Protection and Disaster Relief (ACPDR) is a constituent body of the Ministry of Defence, it includes: the Office for Prevention and Operational Affairs; the Office for Education and Training; the Sector for Informatics and Communication; the Department for General Affairs; the Department for International Cooperation and EU Affairs.
<b>Ministerial level</b>	Each ministry is responsible for the implementation of measures to prevent natural and other disasters, and to prevent the consequences of such disasters in areas within their competence, under overall coordination of the Government. In 2014 the Council of the Government of the Republic of Slovenia for Protection against Natural and other Disasters was established as an advisory body to the Government on protection against natural and man-made disasters. The Council acts as a National Platform for Disaster Risk Reduction.
<b>Regional level</b>	There are 13 regional offices operating through Regional Emergency Notification Centres.
<b>Local level</b>	Professional protection, rescue and relief tasks are carried out by municipal administrations and local protection and rescue units and services. The responsible authority is the mayor. Associations of municipalities partake to the National Platform for Disaster Risk Reduction.
<b>Bilateral agreements</b>	Cooperation on catastrophes and heavy disasters with Austria (1997); Natural and man-made disasters: Hungary (1995), Croatia (1999), Slovakia (2000), Russian Federation (2003); Cooperation on Civil Protection and Disaster Relief and the Fire Rescue Service with the Czech Republic (2003); Cooperation on Natural and Other Disasters Poland (2005); Cooperation on Civil Protection and Disaster Relief with the Italian Region of Friuli Venezia Giulia (2006).
<b>Regional agreements</b>	Natural and Technological Disasters: Austria, Croatia, Hungary, Italy, Poland, and Slovenia (1994); Convention on the Protection and Sustainable Use of the Danube River (ratified in 1998); CMEP South Eastern Europe (2001); Declaration on Cooperation in Disaster Preparedness and Prevention in South Eastern Europe (2002); Sub-regional Contingency Plan for Prevention of, Preparedness for and Response to Major Pollution Incidents in the Northern Adriatic (in the framework of Barcelona Convention, 2005); DPPI - South Eastern Europe (2009).

## Conclusion

Like the European CP system, the structure of CP in most of the Adriatic-Ionian countries is fairly decentralised and organised along the administrative layers of government. In line with the principles of *subsidiarity* and *multilevel governance* and as suggested by the Committee of the Regions (COR, 2012), the role and response capacities of local and regional authorities is increasing. In fact, local and regional actors are by and large responsible for the first interventions and act as key players in the disaster-management cycle. Given the rising frequency of large-scale, cross-border natural disasters, there is however a pressing need of facilitating more cooperation across the administrative layers of government, which is in turn deemed to benefit and add value to cross-country cooperation.

At the light of these considerations, the creation of a regional centre for disaster preparedness as advocated by MEP Jakovčić is not only advantageous in terms of risk reduction in the whole Adriatic-Ionian area, but is advisable in terms of a major role of the EU in enabling and boosting cooperation in the countries of the Macro-regional Strategy.

Of course, greater cooperation needs political intentions, policy ownership and coordination. It was not the objective of this paper to determine the ways in which these objectives should be pursued, however some conclusive remarks for future reflections can be pointed out. Based on what has been described in this study, Adriatic-Ionian countries and regions could begin with an internal assessment of the real intentions/capacities to converge towards the common objective of pooling expertise, competences and resources in the field of CP. In particular, competent authorities at every administrative level of partner countries should be equally prepared to understand their role in such a project of establishing a regional centre for disaster preparedness. Of course the involvement of partners should be compatible with the legal form that the centre will take as well as to the way in which it will be financed, for the level of independence and coordination between the partners can vary a great deal according to these two factors. In other words, the feasibility of the centre should be first based on a wide consultation of all stakeholders as well as on the accurate and systematic analysis of the sources of financing at both EU, national level and international level.

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ADRIATIC GOVERNANCE OPERATIONAL PLAN



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