

COMMON POINTS AND POSSIBLE CONVERGENCES' IDENTIFICATION

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COMMON POINTS AND POSSIBLE CONVERGENCES BETWEEN THE SYSTEMS OF EMERGENCY OF THE ITALIAN AND CROATIAN REPUBLIC

Summary

The FIRESPIILL overall objective is to enhance the capacity of Emergency Service Organizations to increase cross-border effectiveness in tackling natural and man-made disasters, decreasing the exposure of the populations to the impact of hazards and increasing the safety of the Croatian and Italian Adriatic basin by improving emergency prevention and management measures and instruments. In particular, with this report is developed the project line WP3 that aims at improving the level of uniformity of the current structures, procedures and legislation regarding Italian and Croatian Emergency Services Regulatory Systems (ESRS), as well as enhancing its overall efficiency, according to the EU principle of cooperation and subsidiarity (EU civil protection mechanism).

The main of this work outputs are standardized CBC procedures to tackle risks between Italy and Croatia, as well as improved cross border emergency management system.

The work main outputs will be further exploited through its adoption by relevant authorities, by means of which it becomes permanent guideline and set of rules to be consulted when implementing any future measures and actions aiming at homogenizing different legislations, procedures, platforms through stakeholder involvement in both countries. The knowledge, and experience integrated in the outputs, given the concerned territories and the plurality of addressed issues, have a value that is not limited to project duration since they remain at disposal to Stakeholders, Civil Protection and Coast Guard organizations and Citizens even after the end of the project. This document contains an Emergency Services Regulatory Systems guidelines framework and a set of recommendations and guidelines, based on the evaluation and assessment of the differences, uniformities and similarities of current IT and CRO ESRS, aiming to achieve a closer as well as more efficient cross-border cooperation between the two countries in face of Wild Fires, Earthquake, Oil Spill.

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Emergency Services Regulatory Systems guidelines framework

The Croatian civil protection system

In the Republic of Croatia, civil protection is a system of organising stakeholders, operational forces and citizens in order to protect and rescue people, animals, material and cultural goods and the environment in the event of major accidents and disasters and to remedy the consequences of terrorism and war destruction.

The coordination of the system at the national level is within the competence of the Ministry of the Interior, whose organizational structure includes the Civil Protection Directorate. The Directorate covers the entire territory of Croatia through five regional civil protection offices (Zagreb, Rijeka, Varaždin, Osijek and Split) and 15 civil protection services, which are connected to zonal/regional offices in terms of organization and are located in the county centres, corresponding to a total of 20 separate locations in Croatia, including the 112 county centre.

Through the single European emergency number 112, the Civil Protection Directorate (competent 112 county centre) receives all types of emergency calls, forwards information to the competent services, coordinates their interaction and aggregates feedback on the activities carried out.

By-laws regulating all segments of the civil protection system (planning, prevention, preparedness and response) were adopted pursuant to the Act.

The Act requires the adoption of the following strategic documents:

- disaster risk assessment;
- disaster risk reduction strategy;
- civil protection system development strategy;
- national civil protection action plan.

The civil protection system provides a platform for the involvement of all relevant stakeholders (representatives of emergency services actively participate in the work of the civil protection headquarters). The civil protection system operates at all levels (state, regional and local) in order for all stakeholders and operational forces to jointly implement measures and activities aimed at protecting the population, property and the environment in the event of emergencies.

Organization on state level

The Croatian Government has adopted decrees on the internal organisation of all state administration authorities. The Ministry of the Interior, the Ministry of Health, the Ministry of the Sea, Transport and Infrastructure and the Croatian Firefighters' Association are particularly important for the emergency services system. Operational and logistical support to the work of emergency services is also provided by other state administration authorities (e.g., the Ministry of Defence through the involvement of the Armed Forces in operational activities, the Ministry of Economy and Sustainable Development through environmental protection and commodity reserves, and other authorities within the scope of this Act and the decrees on the internal organization).

Ministry of the Interior

The Ministry of the Interior carries out administrative and other tasks relating to police and criminal police affairs, namely the protection of life and personal safety of people and property, and other tasks in accordance with the regulations defining police work. The Ministry of the Interior also carries out administrative and professional tasks relating to the establishment of the civil protection system, the rescue of citizens, material and other goods in the event of major accidents and disasters, and other tasks in accordance with the regulations defining the work of civil protection. The Ministry is headed by the minister of the interior, who is also the deputy prime minister of Croatia and the head of the Croatian Civil Protection Headquarters.

In accordance with the Decree on the Internal Organization, the following organizational units have

been established at the headquarters of the Ministry of the Interior: cabinet of the minister, general secretariat, independent services/sectors (internal audit; cooperation with the Military Ordinariate of the Republic of Croatia, information security, supervision of personal data protection, information and communication systems), the Forensic Science Centre 'Ivan Vučetić', directorates (European affairs, international relations and European Union funds; human resources; material and financial affairs; immigration, citizenship and administrative affairs), as well as the General Police Directorate and the Civil Protection Directorate.

The Civil Protection Directorate was established by the Decree on the Internal Organization of the Ministry of the Interior, and started its work on 1 January 2019 for the purpose of performing administrative and professional tasks involving the establishment of the civil protection system, the rescue of citizens, providing for material and other goods in the event of major accidents and disasters; organizing stakeholders, operational forces and citizens in order to protect and rescue people, animals, material and cultural goods and the environment in the event of major accidents and disasters and to remedy the consequences of terrorism and war destruction; training and upskilling of protection and rescue stakeholders; carrying out civil protection tasks, measures and activities; managing the alert and notification system and conducting international cooperation in the field of civil protection; carrying out inspection tasks in the fields of civil protection, fire protection, production and trade of explosive substances and weapons, private protection and detective work, mine action; radiological and nuclear safety, tasks relating to the 112 system and tasks relating to demining and explosive atmospheres.

The objectives of the Civil Protection Directorate are to establish new capacities of the civil protection system through:

- consolidation of civil protection systems;
- uniform preparation, planning, procedures, equipping and training;
- establishing a system of clear powers and competence;
- uniform coordination of civil protection system operation;

- efficiency and rationalization of resource use;
- shortening response time;
- efficient preparedness supervision.

The following organisational units have been established at the Civil Protection Directorate:

- Civil Protection Directorate Office;
- Civil Protection Operations Centre;
- National Civil Protection Training Centre;
- Inspection Affairs Sector;
- Disaster Risk Reduction Sector;
- Radiological And Nuclear Safety Sector;
- Preparedness And Coordination Sector;
- 112 Sector;
- State Emergency Response Unit;
- Explosive Atmospheres Sector;
- Croatian Mine Action Centre.

The regional civil protection offices in Zagreb, Split, Rijeka, Osijek and Varaždin have been established as internal organisational units, outside the headquarters, to perform tasks within the scope of activities of the Civil Protection Directorate for the counties and the City of Zagreb. In order to perform tasks within the scope of activities of the Regional Civil Protection Office, the prevention and preparedness service, the 112 county centre, the inspection affairs service and the civil protection service have been established at county headquarters.

Croatian Firefighters' Association

The Croatian Firefighters' Association (CFA) performs administrative and professional tasks related to firefighting; conducts training of fire brigade members; provides technical assistance in the event

of incidents and dangerous situations; performs inspection tasks in the field of firefighting and other tasks related to firefighting.

Among other things, the Croatian Firefighters' Association carries out the following activities:

- drafts the proposal of the national firefighting development strategy;
- models the Croatian firefighting system;
- encourages action to improve fire protection and the implementation of firefighting activities;
- develops a programme of activities in the implementation of special fire protection measures of interest to Croatia and refers it to the adoption procedure;
- coordinates activities relating to the inclusion of fire brigades in the civil protection system;
- organises the 193 state firefighting operations centre;
- organises firefighting activities;
- provides a central information and communication system;
- develops procurement plans for firefighting equipment and technology.

The central office of the Croatian Firefighters' Association in Zagreb consists of the following organisational units:

- Cabinet of the chief fire commander;
- The 193 state firefighting operations centre;
- General secretariat;
- Programme, Security and Support Sector;
- Firefighting Sector;
- Inspection Sector;
- Independent internal audit service.

The Croatian Firefighters' Association is the central state office competent for firefighting, headed by the chief fire commander. The chief fire commander is responsible to the Croatian Government for the legality of the work of the Croatian Firefighters' Association and for the equipment, organisation, training and response preparedness of fire organisations, fire brigades and firefighters in Croatia.

Of particular importance for the emergency services system, in addition to Croatian Firefighters' Association, are the Croatian Mountain Rescue Service and the Croatian Red Cross, which base their work on the Act on Associations, but also on separate acts and international obligations and guidelines.

Croatian Mountain Rescue Service

The Croatian Mountain Rescue Service (CMRS) is a national, vertically organised, voluntary, professional, humanitarian and non-partisan association of public importance whose main objectives are prevention of accidents, rescue training, rescue and provision of medical first aid in mountains and in other inaccessible areas and in emergencies requiring special expertise in rescuing and providing assistance and the use of technical mountain rescue equipment in order to preserve human lives, health and property. The CMRS is a non-profit association that performs activities of interest to Croatia.

Croatian Red Cross

The Croatian Red Cross (CRC) is a non-profit legal person and the national Red Cross society, which is active only in the territory of Croatia, is guided by the basic principles of the Red Cross and acts impartially and without discrimination. It is the largest humanitarian organisation in Croatia.

The activities of the Croatian Red Cross are aimed at helping all vulnerable social groups and at the continuous training of employees and volunteers. They include activities in the fields of first aid, voluntary blood donation, health protection and promotion, social welfare, crisis preparedness and response, water rescue and environmental protection of coastal areas, protection of migrants,

search services, youth and volunteer services. The Croatian Red Cross programmes in local communities are aimed at helping all vulnerable groups in society and improving lives. The Croatian Red Cross is a fundamental operational force of the civil protection system for emergency response. The operational forces of the Croatian Red Cross consist of employees and volunteers of Red Cross societies organised into crisis headquarters, emergency response teams and support teams at the local, county and national levels.

The Italian civil protection system

Italy is among the most exposed countries to natural risks and related human activities. This requires a system that ensures in each area the resources capable of intervening quickly and in a coordinated manner in case of emergency, but also of operating to prevent and, as far as possible, to foresee any disaster.

For this reason, in Italy, civil protection is not a task assigned to a single body, but a function attributed to an integrated system, made up of public and private, central and territorial structures: The National Service, established in 1992 with Law no. 225 and reformed in 2018 by the Civil Protection Code.

Within the system, the skills in the activities of forecasting, prevention, rescue and overcoming of emergency situations are entrusted to several bodies and operational structures as the complexity of the national risk landscape requires the coordinated use of all the professionals and resources available.

The components of the National Service are identified in Article 4 of the Civil Protection Code (Legislative Decree No. 1 of 2 January 2018):

- State administrations
- Regions
- Autonomous Provinces
- Local societies

In Article 13 of the aforementioned decree, however, the following are identified as operational structures of the National Service:

- The scientific community, it contributes to the National Civil Protection Service with a function of technical and scientific support, through monitoring, forecasting and prevention of the different risk hypotheses on the national territory, development projects and technological innovation of monitoring networks and studies and research. The activities are regulated through agreements with individual research institutes, in particular with the

National Institute of Geophysics and Volcanology (INGV), the National Research Council (CNR) and the Agency for New Technologies, Energy and the Environment. (ENEA).

The INGV deals with seismic and volcanic surveillance throughout the national territory, through technologically advanced monitoring networks distributed over the territory (National Seismic Network), or concentrated around volcanoes.

The CNR deals with developing knowledge, methodologies and technologies for national monitoring, forecasting and surveillance systems, in close collaboration with the Functional Centers of Civil Protection, which constitute the network of operational centers for the national alert system.

The ENEA deals mainly with the evaluation and prevention of seismic risk in the national territory, the monitoring of earthquakes, the analysis of the seismic hazard of selected sites and the development of modern anti-seismic technologies for civil, industrial and cultural structures and infrastructures.

- The National Fire Brigade intervenes in the protection of human life, in the protection of goods and the environment from damage or danger of damage caused by fires, accidental situations and industrial risks, including those arising from the use of nuclear energy. In case of calamitous events, the Corps can be immediately activated as an operational structure of the National Civil Protection System and ensures immediate and urgent technical interventions according to its competences and in compliance with the levels of coordination provided for by the current Civil Protection legislation. To best deal with disasters, firefighters operate through the regional mobile rescue columns, made up of men and vehicles employed. The National Fire Brigade, in addition to ensuring urgent technical assistance in the territory, provides information on the consequences of the event and determines an initial estimate of the victims, the injured and people in need of assistance. Furthermore, the Fire Brigades provide support with their mobile operational centers available, activate their staff to check and control the viability of the buildings

intended to host the operational and coordination centers of the rescue system, provide operational and logistical support for the emergency housing assistance of the populations and intervene to secure structures, infrastructures and cultural heritage. In the event of forest fires, firefighters provide the Regions resources and staff for active fighting interventions and promote the study and testing of measures and regulations to avoid fires or limit their consequences.

- The Armed Forces participate in the National Civil Protection Service and contribute to the protection of the national community in case of damage or danger of serious damage to the safety of people and property. In case of emergency or critical events, the Italian Army, navy and air force provide logistical and operational support, qualified personnel, tools and means. The help of the Armed Forces is ensured through the operational units located throughout the national territory, which is divided into areas of responsibility (military regions) and intervention zones (the military commands of the area). The relation with the National Civil Protection Service is ensured by the Defense Staff at national level and by the Command of the Military Region at regional level.
- The Police Forces (State Police, Carabinieri, Finance Police, Coast Guard, Penitentiary Police, Local Police), are involved in civil protection interventions regarding safety and safety of people, each force according to its own logistical, instrumental and personnel possibilities.
- The organized civil protection volunteering registered in the national list of civil protection volunteering was born under the pressure of the great emergencies that have affected Italy in the last 60 years: above all, the flood of Florence in 1966 and the earthquakes in Friuli and Irpinia. A large spontaneous mobilization of citizens made it clear that it was not the solidarity of people that was lacking, but an organised public system that knew how to use and enhance it. Since then, civil protection volunteering has combined religious and secular pressures and guarantees the right to be rescued with professionalism. Today, it

represents an extraordinary resource in terms of skills and operational capacity that has over 5,000 organizations throughout the country. To support this reality, a detailed regulatory model has been built to provide legal protections, training courses and to improve the ability to intervene. Legislative Decree No. 1 of 2018, Code of Civil Protection, includes organized civil protection volunteering registered in the national list of civil protection volunteering among the operational structures of the National Service. In particular, to verify and test the organizational models of emergency intervention, the Department and the Regions promote exercises that simulate risk situations in which voluntary organizations are involved. Civil protection volunteering is divided into national and local organizations throughout the national territory and is represented by the new National Committee, provided for in art. 42 of the Civil Protection Code.

- The Italian Red Cross (CRI) founded on June 15, 1864, is the National Society operating in Italy and related to the International Movement of Red Cross and Red Crescent. Auxiliary to the Public Authorities and Operational Structure of the National Civil Protection System, it aims at preventing and alleviate human suffering impartially, regardless of nationality, race, sex, religious and political beliefs.
- The National Health Service - NHS is the set of functions and welfare activities that regional health services, the State, national institutions and institutions perform to ensure health protection. Health is in fact a fundamental right of the individual and an interest of the community, respecting the dignity and freedom of the human person (Article 1 of Legislative Decree No 502 of 30 December 1992). The Health Reform (Law No. 833 of 23 December 1978) introduced the term. The National Health Service is not a single administration, but is a public system composed of: Ministry of Health, national bodies and institutions (Higher Health Council, Higher Institute of Health, Higher Institute for Prevention and Safety at Work, Agency for Regional Health Services, Institutes of Hospitalization and Care of a Scientific Nature, Experimental Zoo-prophylactic Institutes,

Italian Medicines Agency) and regional health services (which include regions and autonomous provinces, local health companies and hospital companies).

- The National Alpine and Speleological Rescue Corps - Cnsas is the central technical body of the Italian Alpine Club - Cai, which works for the protection of human life, deals with the rescue of the injured in the mountain territory, in the caves and in the impervious areas of the national territory and is engaged in the prevention and surveillance of accidents (Law of 21 March 2001, n. 74).

Art. 13 of the Code identifies the subjects that contribute to civil protection activities: professional orders and colleges (with their respective national councils), bodies, institutes, national agencies, companies, companies and other public or private organizations that perform civil protection functions.

Collegial bodies

During the construction process of the National Service, the need gradually emerged to create a connection between forecasting and risk prevention on the one hand and management of emergencies on the other.

For this reason, as early as 1982, a technical-scientific Commission was established to give an authoritative opinion on scientific questions and to orient research towards risk prevention. With Law n. 225 of 1992, the Commission was configured as the link between the National Service and the scientific community. Since 2006, the National Commission for the Prediction and Prevention of Major Risks is an independent structure from the Department of Civil Protection, as it is chaired and composed of qualified experts in civil protection matters (Article 20 of Legislative Decree 1/2018). The body that ensures the unitary management and coordination of emergency activities is the Operational Committee (Article 14 of Legislative Decree 1/2018). It is chaired by the Head of Department and it is made up of representatives of Components and Operational Structures of the Civil Protection System. It aims at evaluating news, data and requests from the areas involved in the

emergency, it defines intervention strategies and coordinates interventions of all administrations and bodies involved in rescue operations.

Department of National Civil Protection

The Department of Civil Protection is a structure of the Presidency of the Council of Ministers that carries out tasks of guidance, promotion and coordination of the entire National Civil Protection Service.

In close liaison with the Regions and Autonomous Provinces, it develops and coordinates National Plans for risk scenarios and tests their effectiveness through exercises, coordinates the Service's intervention when emergencies of national importance occur, promotes activities aimed at risk forecasting and prevention, defines general criteria for the identification of seismic zones, and develops general guidelines for civil protection training activities.

The Department also coordinates the National Service's participation in European Union civil protection policies and intervention in emergencies abroad.

Civil Protection Authorities

Part of the National Service are the civil protection authorities which, according to the principle of subsidiarity, differentiation and adequacy, guarantee the unity of the system by exercising, in relation to their respective spheres of government, the functions of policy-making in the field of civil protection and which are:

- a. the President of the Council of Ministers, in his capacity as the national civil protection authority and holder of policies on the subject;
- b. the Presidents of the Regions and Autonomous Provinces of Trento and Bolzano, in their capacity as territorial authorities of civil protection and on the basis of the legislative power attributed, limited to the articulations belonging to or dependent on their respective administrations;

- c. mayors and metropolitan mayors, in their capacity as territorial civil protection authorities limited to the articulations belonging to or dependent on their respective administrations.

The President of the Council of Ministers, for the achievement of the purposes of the National Service, holds the powers of order in matters of civil protection, which he may exercise, unless otherwise determined by deliberation through the Head of the Department of Civil Protection, and determines civil protection policies for the promotion and coordination of the activities of state administrations, central and peripheral, regions, metropolitan cities, provinces, municipalities, national and territorial public bodies and any other public or private institutions and organizations in the national territory.

Activity of the National Service

Rescue of people in emergency is the activity that identifies the main function of civil protection, although over the years the competences of the System have extended to the development of knowledge of risks and actions to avoid or minimize the damage caused by disasters.

Law no. 225 of 1992 - establishing the National Service - defines civil protection activities: forecasting and prevention of risks, aid to the affected populations, contrasting and overcoming the emergency, and risk mitigation.

- Forecast: its objective is to identify risk scenarios and, when possible, to foretell, monitor supervise events and expected risk levels in real time;
- Prevention: aims at avoiding, or minimizing damage in the event of a disaster. Warning, emergency planning, training, dissemination of knowledge of civil protection, information to the population and application of technical regulations are tools for prevention;
- Relief: consists of first aid interventions for populations struck by disasters.
- Overcoming the emergency: set of initiatives necessary to remove obstacles for the resumption of normal living and working conditions of communities affected by the disaster.

In ordinary

The components and operational structures of the National Service are employed, according to competence and responsibility, in forecasting activities and planning of risk prevention and mitigation actions.

Central to this process is the involvement of the technical-scientific community, through the Network of Functional Centers - which carry out daily, at central and regional level, forecasting, monitoring, surveillance and alerting activities - and of Competence Centers, structures that carry out research and provide technical-scientific services for civil protection purposes. Municipalities, Provinces and Prefectures are also dedicated to updating emergency plans, essential for prevention, on the basis of regional and national guidelines. Even the individual citizen, as a member of the National Service, has a leading role in risk prevention activities. The objective of the ordinary activities of disseminating knowledge of civil protection and raising awareness of the population is precisely to train a more aware and prepared citizen.

Network of functional centres

The network of functional centers consists of the central functional center, at the Department of Civil Protection, and the decentralized functional centers in the regions and autonomous provinces. Each functional center carries out real-time forecasting, monitoring and surveillance of meteorological phenomena with the consequent assessment of the expected effects on people and things in a given territory, contributing, together with the Civil Protection Department and the Regions, to the management of the national alert.

The activity of the network of functional centers. Each functional center has the task of collecting and sharing with the entire network of Centers a series of data and information from different technological platforms and a dense network of sensors located throughout the country. In particular:

- Data collected by the meteorological-hydro-pluviometric networks, the national meteorological radar network and the various satellite platforms available for earth observation;
- Territorial hydrological, geological, geomorphological data and those deriving from the landslide monitoring system;
- Meteorological, hydrological, hydrogeological and hydraulic modeling.

Based on these data and modeling, the functional centers develop the probabilistic expected scenarios, also through the use of forecasting models of the effects on the territory. Based on these assessments, the functional centers issue bulletins and notices which report both the evolution of the phenomena and the levels of criticality expected in the area.

The Central Functional Center. The central functional center is located at the operational headquarters of the Civil Protection Department, and it is through it that the Department, together with the Regions, guarantees the coordination of the national alert system. Furthermore, consistently with the principle of subsidiarity, in cases where the decentralized functional centers are not active or are temporarily inoperative, the central functional center carries out all the operational tasks assigned to them.

Competence Centers

The Competence Centers provide services, information, data, processing and technical-scientific contributions in specific areas. They can coincide with the functional centers or be external, but participate in the network of functional centers through the stipulation of agreements that identify the areas of activity of each structure. The centers of expertise that collaborate with the network of functional centers include state administrations, agencies, research institutes, universities and basin authorities.

The subjects that can be identified as Centers of Competence are:

- a. Operational structures and public entities appointed to carry out activities, services, studies and research in disciplinary areas of specific or exclusive competence, including territorial, attributed by laws, legislative and regulatory provisions, for the pursuit of institutional purposes;
- b. Subjects participated by members of the National Civil Protection Service, established with the aim of promoting technological development and higher education. They carry out their activity primarily for the National Civil Protection Service and they are both subject to supervision of the Department of Civil Protection;
- c. Universities, university departments, research centers that have exclusive technical scientific knowledge or proprietary rights in the use of intellectual rights, intellectual property and scientific research;
- d. Universities, University Departments, Research Centers, on which the National Commission for the Forecasting and Prevention of Major Risks expresses its opinion of technical-scientific merit, based on a comparative assessment following specific needs formulated by the Department of Civil Protection for the various types of risk that the subjects referred to in the letters cannot face a), b) and c).

In emergency

The management of emergencies, as required by article 2 of legislative decree n. 1 of 2 January 2018 "Civil Protection Code", consists of a set of measures and interventions aimed at ensuring rescue and assistance to people and animals affected by disasters, reduction of the impact of the event and information activities to the population.

Emergency civil protection events related to natural disasters or human activity are divided into events that:

- A. can be faced with interventions in the ordinary way by the individual bodies and competent administrations;

- B. by nature, or extent, involve the coordinated intervention of several entities or administrations and must be faced with extraordinary means and powers;
- C. in terms of intensity and extent have national importance and must be faced with extraordinary means and powers.

When an event hits a territory, the Mayor - the only civil protection authority within the National Service - has the task of ensuring first aid to the population, coordinating the local operational structures on the basis of the municipal emergency plan (type event "A"). If the means and resources available to the Municipality are not sufficient to deal with the emergency, the Province, the Prefecture (Territorial Office of the Government) and the Region intervene, activating the resources available in the territories under their jurisdiction (type event "B").

In the most serious situations, at the request of the regional government, the national level takes over, with the declaration of a state of emergency (type event "C"): the coordination of interventions is assumed directly by the President of the Council of Ministers, who operates through the Department of Civil Protection. It is in these cases that the National Service is engaged in all its components and operational structures.

Command and control chain

The regional model defines the roles and responsibilities of the various actors involved, with the related exchange of information and communications, and identifies the structures suitable for operational coordination.

At the various territorial and functional levels, the coordination follows the principles of the "Augustus Method", which consists of simple and flexible emergency management and allows representatives of each "operational function" to interact with each other at the so-called "decision tables" and in the Operating Rooms at various levels (COC, COM, CCS, COR, DI.COMA.C.), thus starting collaborative decision-making processes in real time.

- **Municipal level.** The first response of the civil protection system must be guaranteed by the local structure through the activation of Municipal Territorial Presidium (PT). This structure is responsible for the supervision of the territory, in order to guarantee inspection and monitoring of any current critical issues, in particular on those areas most exposed to the risk.

It must be activated by the Municipal Civil Protection Manager in order to carry out an initial evaluation of the current event. If the intervention is not manageable by this structure, the COC (Municipal Operations Center) must be activated directly.

The COC (Municipal Operations Center) is chaired by the Mayor, the highest civil protection authority at municipal level, or by one of its delegates, where the different components operating in the social context are represented.

- **Provincial level.** At this level they are activated the CCS (Rescue Coordination Center), at the Prefectures of the Provinces. Convened and chaired by the Prefect, or his delegate, by the Deputy Prefect, it is composed of the highest managers of all the operational components and structures present in the provincial territory, both civil and military, police forces, fire fighters, voluntary organizations and essential services related to civil protection, according to the institutional competences established by law. These authorities, while continuing to carry out their respective ordinary functions, act in the emergency under the coordination of the Prefect. The CCS therefore has the important task of identifying the strategies and operations of intervention to overcome the emergency and to connect with the local authorities of the affected areas. Depending on the severity of the emergency, the Prefect constitutes and coordinates the Mixed Operational Centers (COM) which are the direct outpost of the CCS in the affected area.

The Mixed Operations Centers (COM) are the first emergency line in the event of a calamitous event. Each COM is the responsibility of a manager (usually an official of the Prefecture or the Department of Civil Protection, or a Mayor of one of the municipalities

concerned), appointed by the Prefect or the Head of the Department of Civil Protection. Representatives of municipalities and operational structures (Urban Fire Brigades, Fire Brigades, Volunteering, Municipal Police Forces) participate to this center. The tasks of the COM are to promote the coordination of the emergency services organized by the Prefect with the interventions of the Mayors belonging to the COM itself. Generally, the territorial composition of these emergency bodies is linked to various factors such as: population density, land size, geographical, orographic, hydrographic configuration. In view of these aspects, a COM may be composed of one or more municipalities. The location of the COM is usually barycentric compared to the relevant municipalities and is located in anti-seismic structures, not vulnerable to any type of risk.

- **Regional level.** At this level, on the other hand, we find the COR (Regional Operations Center), whose superior authority is the President of the Region. A strong point of the regional civil protection system, emergency management is based on the integration, coordination, sharing of knowledge and intervention procedures at the various institutional levels.
- **National level.** Finally, at this level, DI.COMA.C. (Command and Control Directorate), a mobile central structure activated only following major events and representing the decision-making level located throughout the territory that provides local coordination support directly in the area affected by the event. It has tasks and functions carried out by the various representatives of the institutions, both at central and local level, and of the world of volunteering which operates under the coordination of the National Department of Civil Protection.

The information, therefore, if previously known, allows all the components and operational structures, which intervene in the management of the emergency, to mobilize and deploy in a few hours (the first hours) men and vehicles in the areas affected by an event.

Classification of events and possibilities for international intervention

In the Italian legal system, the division of responsibilities for civil protection is determined on the basis of the nature of the event to be dealt with and the ability of the agencies involved to cope with it. The classification of disaster events is also reflected in international assistance. Specifically, the possibility of resorting to foreign aid to cope with "natural or man-made events that can be dealt with through interventions that can be implemented by the individual entities and administrations responsible in the ordinary way" (type A events) is excluded. Conversely, it is possible to request international aid to respond to natural or man-made disasters that by reason of their intensity and extent must, with immediacy of intervention, be dealt with by extraordinary means and powers (type C events).

Where the event by its nature and extent cannot be coped with by the means available to the individual municipality, but extraordinary interventions are not indispensable (type B events), the Department of National Civil Protection considers that international assistance is not possible.

The state of emergency as a facilitator of international assistance

Recourse to international intervention to deal with calamitous events, in Italy, normally follow a declaration of a state of emergency. Where a disaster takes on the characteristics of a "type b" event, the activation of regional components useful for civil protection interventions may take place through a specific act, in the regions where it is envisaged, called a state of "crisis," "emergency" or "calamity" decree. This act may be adopted by regions according to regional rules, and may have partially different effects in different contexts. It delimits the duration and territorial extent of the crisis, and may allow a centralization of power over civil protection structures (in the head of the President of the Regional Council or his delegate). The state of crisis (or emergency or calamity) decree may also authorize the adoption of reasoned ordinances derogating from existing regional laws and regulations.

Where the calamitous event is such that it must be dealt with by extraordinary means ("type c" event), the Council of Ministers, at the proposal of the Prime Minister and having acquired the agreement of the region concerned, may resolve the national state of emergency, from which derives the possibility for the head of the DPC and the prefects to adopt ordinances in derogation of any existing provisions. Such ordinances must, however, comply with the general principles of the Italian legal system, as well as with EU and international standards directly applicable in Italy, and with the limits indicated in the decree declaring the state of emergency, including time limits.

In conclusion, for "type B" events, the conduct of international civil protection actions should generally be considered subordinate to the declaration of the state of crisis (or emergency or calamity) - where provided for - having to comply with the guidelines and procedures indicated therein. International assistance in the case of "type c" events is necessarily subordinate to the adoption of a resolution on the state of emergency, which may allow the adoption of emergency ordinances.

The international early warning

Italian domestic law does not generally provide for early warning obligations to international actors, nor does it regulate the activation procedure. This gap is partially filled by some international agreements, which oblige Italy to alert states and international organizations in case of particular disasters. This is the case, first and foremost, with nuclear accidents. If such disasters occur, Italy is also required to inform the European Commission. In the case of disasters that result in pollution of the sea, Italy must alert the Mediterranean states under Article 9(2) of the Convention for the Protection of the Mediterranean (1976, amended 1995) and Article 8 of its Third Protocol. Additional early warning obligations relate to disasters related to the movement of hazardous wastes, as provided for in Article 13(3)(f) of the Basel Convention (1989). Finally, Italy must alert World Health Organization about any event occurring on its territory that may constitute a public health

emergency of international concern. In cases not covered by the above instruments, Italy is not required to contact non-EU states, but on certain occasions it is obliged to alert other members of the Union. In fact, Article 14 of Decision 2013/1313 stipulates that EU member states must promptly inform each other in the event of an impending or occurred disaster with cross-border effects. The state affected, or potentially affected, by a major disaster must also inform the European Commission, especially where it is planned to activate the cooperation provided for in the Mechanism, so as to facilitate the Commission's own coordination activities.

The request for international assistance

It is unclear whether general international law requires states affected by disasters to seek international assistance. Italian domestic law, moreover, does not regulate the request for assistance in detail.

The absence of a precise discipline inherent in requesting and accepting international assistance means that the distribution of competencies and powers in this area is not entirely clear. The problem arises only relatively with reference to requesting aid to other international actors, i.e., EU member states, third states and international organizations.

The problem arises only relatively with reference to the request for aid to other international actors, i.e., EU member states, third states and international organizations.

In the case of "type c" events, it is clear that international assistance can only be requested, and possibly accepted, at the state level. Since the entire civil protection activity is subject to centralized government coordination and the Department of Civil Protection (DPC), it cannot be the case that territorial entities interfere with this coordination by requesting the intervention of foreign entities. Even in the case of "type b" events, the request for intervention must be verified at the state level, since Article 117 of the Constitution grants the state exclusive competence in foreign policy and international relations.

The request for international assistance and its eventual acceptance is evaluated by the Civil Defense Operational Committee. The DPC must then transmit the Italian position, as defined by the Operational Committee, to the foreign state or international organization (bilaterally) or to another EU state (through the EU Civil Protection Mechanism). Activation of the Mechanism by the Department is done through the Common Communication and Information System, CECIS, which ensures communication and exchange of information between the Emergency Response Coordination Centre and member states' contact points.

EU Civil Protection Mechanism

The most important international cooperation mechanisms in which the two countries participate are provided for in EU law. In particular, the Treaty on the Functioning of the European Union expressly provides for the "solidarity clause" in which it is stipulated that where an EU Member State is the victim of a disaster (natural or man-made), the Union and other Member States must provide assistance to it. To date, the most important instrument in this area remains the Civil Protection Mechanism, which has been in existence for more than a decade. In order to ensure higher protection in the event of disasters, in 2001 the Union legislature adopted a decision through which a "Community Mechanism to facilitate reinforced cooperation in civil protection assistance interventions" was established. The Mechanism was then amended by Decision 2007/779 establishing "a Community Civil Protection Mechanism" and finally replaced with the new "Union" Civil Protection Mechanism, adopted by Decision 2013/1313.

In addition to the EU countries, there are currently 7 states participating in the mechanism (Bosnia and Herzegovina, Iceland, Montenegro, North Macedonia, Norway, Serbia and Turkey).

The EU Mechanism has a rather broad scope. It covers any natural or man-made disaster, concerning people, the environment or property, inside or outside the EU. The actions allowed by the Mechanism are then related to different aspects of civil protection. The Mechanism deals primarily with disaster prevention and preparedness. States must identify the risks to which they are subject, and can determine in advance the human and material resources they could make available for civil protection activities, possibly pre-committing them within a voluntary pool (known as a European Emergency Response Capacity), which can be mobilized in the event of a disaster.

Information on prevention and preparedness should be provided to the European Commission, which coordinates the activities carried out by national authorities and contributes to the exchange of best practices. The EU and states, in fact, can implement training programs for response teams.

Second, the Mechanism regulates early warning for disasters that may affect the territory of member states. The state affected by a disaster must immediately notify the Commission and the

member states that are likely to be affected by the disaster. The Commission then ensures the flow of information between countries participating in the Mechanism through the Emergency Response Coordination Centre (ERCC), an office of the Directorate-General for Humanitarian Aid and Civil Protection.

Third, the Mechanism governs the coordination of disaster response in the Union and other countries involved in the Mechanism. Within the Mechanism, the internationalist principles of sovereignty and non-interference prevail. This implies that the state affected by the disaster may request assistance, but is not obliged to do so. Where assistance is provided, the requesting state is competent, within its own territory, to direct relief efforts and to indicate guidelines and limits of the tasks entrusted to foreign teams. The state potentially offering assistance also retains a wide margin of discretion. Once it receives a request for relief, it is subject to a procedural obligation to decide in a timely manner whether to offer assistance, but it can determine for itself the scope and conditions of relief and can also deny assistance. The "intergovernmental" characterization of the Mechanism is tempered, however, by the activity from the Commission. In fact, the ERCC serves as a hub for inter-state communications and coordinates assistance operationally, if necessary by dispatching agents selected by it from among the Member States' experts trained for this purpose, who facilitate coordination among intervention teams and, where appropriate, liaise with the competent authorities of the requesting Member State.

Finally, the Mechanism regulates civil protection activities taking place outside the European Union. Where a third country requests assistance from the European Union, through the Emergency Response Coordination Centre (ERCC), the procedures inherent in disaster response within the EU will generally apply to such assistance. External assistance, however, presupposes a higher degree of coordination among European countries, since they must interact with a third state with which they do not, at least initially, share information and procedures. A key bridging function is therefore assigned to the Commission, which must maintain a constant dialogue with both member countries and the third country at all stages of the disaster response.

The provision of assistance through the Mechanism can be facilitated by national transposition of guidance contained in a non-binding instrument, the Host Nation Support Guidelines (HNSGs). The HNSGs are a document prepared by European Commission staff with input from member state experts (but not representing the official position of the institution), which contains recommendations designed to help states facilitate international assistance. The HNSGs are complementary to other tools, namely the IDRL Guidelines, and can be used to facilitate assistance from EU member states and non-member states.

European Civil Protection Pool

The EU established the European Civil Protection Pool to advance European cooperation in civil protection. It aims to enable a faster, better-coordinated and more effective European response to human-induced disasters and natural hazards.

The Pool currently brings together resources to respond to disasters from 25 Member States and participating states, ready for deployment to a disaster zone at short notice. These capacities cover a wide range of services, such as search and rescue, medical treatment, or forest fire fighting.

To ensure a better response to future challenges, in May 2021 the Council adopted a new regulation to strengthen the EU civil protection mechanism.

The new rules give the EU additional capacities to respond to new risks in the EU and beyond and boost the rescEU reserve.

Being well prepared to intervene immediately in a disaster is crucial in saving lives and minimising damage. The European Civil Protection Pool allows for better organised, more predictable and coherent EU operations.

To this end, the European Commission has set up a certification and registration process. It ensures that capacities (e.g. emergency response teams and equipment) provided by EU Member States and participating states meet high operational standards.

Certification includes the participation of emergency teams in disaster simulation exercises to train with peers. This ensures that they properly operate during international deployments.

The European Commission oversees and funds the EU certification process with the support of national experts.

As of June 2022, the Pool includes 81 registered resources offered by 25 Member States and participating states. These resources range from mountain rescue teams to the availability of mobile laboratories, medical air evacuation, water purification equipment, etc.

rescEU

The European Commission upgraded the EU Civil Protection Mechanism and created rescEU to protect citizens from disasters and manage emerging risks.

RescEU has established a new European reserve of resources (the 'rescEU reserve'). In 2019 the EU established the rescEU reserve, which includes:

- a fleet of firefighting planes and helicopters;
- medical evacuation planes;
- emergency medical teams and field hospitals;
- a stockpile of medical equipment and mobile laboratory capacities;
- detection, decontamination and stockpiling capacities to respond to chemical, biological, radiological and nuclear incidents;
- temporary shelters;
- transport and logistics.

Emergency Response Coordination Centre (ERCC)

The Emergency Response Coordination Centre (ERCC) is the heart of the EU Civil Protection Mechanism. It coordinates the delivery of assistance to disaster-stricken countries, such as relief items, expertise, civil protection teams and specialised equipment.

The centre ensures the rapid deployment of emergency support and acts as a coordination hub between all EU Member States, the 7 additional participating states, the affected country, and civil protection and humanitarian experts.

The ERCC operates 24/7 and can help any country inside or outside the EU affected by a major disaster upon request from the national authorities or a UN body.

A well-coordinated response to human-induced disasters and natural hazards at European level can avoid duplication of relief efforts. It can also ensure that assistance is tailored to the needs of those affected.

To lessen the burden on contributing states, the Emergency Response Coordination Centre can liaise directly with the national civil protection authorities of the country in need. The centre can also financially support the delivery of civil protection teams and assets to the affected country.

Analysis of Italian and Croatian Emergency Services Regulatory Systems

The following report analyses the emergency management services of the Italian and Croatian states, identifying the differences, uniformities and similarities with the aim of closer cross-border cooperation in face of Wild Fires, Earthquake, Oil Spill and other marine natural and man-made hazards and activating the EU CP mechanism.

To achieve this objective, the first step is to frame the organization of the two countries civil protection systems:

Head of the civil protection service

- **In Italy, the National Civil Protection Service is headed by the Presidency of the Council of Ministers.**

The Presidency of the Council of Ministers, in the person of the President, holds the powers of ordinance in matters of civil protection, which it can exercise, through the Head of the Civil Protection Department. The President of the Council of Ministers prepares the guidelines for carrying out, in a coordinated form, the civil protection activities referred, in order to ensure their unity while respecting the peculiarities of the territories.

- **In Croatia, the Civil Protection Service is headed by the Ministry of the Interior.**

The Ministry of the Interior carries out administrative and professional tasks relating to the establishment of the civil protection system, the rescue of citizens, material and other goods in the event of major accidents and disasters, and other tasks in accordance with the regulations defining the work of civil protection. The Ministry is headed by the minister of the interior, who is also the deputy prime minister of Croatia and the head of the Croatian Civil Protection Headquarters.

Civil protection activities

- **In Italy, a preventive approach to risk management prevails. Civil protection, in addition to carrying out rescue activities and overcoming the emergency, carries out risk prediction,**

prevention and mitigation activities. The components and operational structures of the National Service are engaged, for the various ambitions of competence and responsibility. Central to this process is the involvement of the technical-scientific community, through the Network of Functional Centers - which carry out daily, at central and regional level, forecasting, monitoring, surveillance and alerting activities - and of Competence Centers, structures that carry out research or provide technical-scientific services for civil protection purposes. Municipalities, Provinces and Prefectures are also dedicated to updating emergency plans, essential for prevention, on the basis of regional and national guidelines and guidelines. Even the individual citizen, as a member of the National Service, has a leading role in risk prevention activities. The objective of the ordinary activities of disseminating knowledge of civil protection and raising awareness of the population is precisely to train a more aware and prepared citizen.

- **Risk management in Croatia focuses on an emergency approach.** The Minister of the Interior establishes the civil protection system in the event of a major accident and calamity, organizing rescue and assistance to the population. Ordinarily, the operational structures are limited to training activities. The support of the scientific community in forecasting and monitoring activities, useful for planning preventive interventions, is not described.

Civil protection services at regional level (Country level)

- **In Italy, civil protection is a matter of concurrent legislation, so that, without prejudice to the determination of the fundamental principles, legislative power rests with the regional governments. Each Region has organized itself with its own civil protection system.** Therefore, each region has its own system that regulates the civil protection service, defining the tasks of the various operating structures for each area of competence and entering into agreements with other public and private entities, in order to effectively pursue the objectives of the performed activities.

- **In Croatia, civil protection responsibilities have not been delegated to the local level.** The regional civil protection offices have been established as internal organisational units, outside the headquarters, to perform tasks within the scope of activities of the Civil Protection Directorate for the counties and the City of Zagreb.

Operative structures

The operational structures of the two emergency services are similar to each other with the exception of the civil protection volunteering service present in Italy. Within the Italian National Service, Civil Protection volunteering is an operational structure and is divided into national organizations, local associations and municipal groups. A multifaceted reality both from an operational point of view and for the variety of professionalism and skills expressed that range from rescue to health care, from forest fire fighting to the protection of cultural heritage, from telecommunications to the preparation of reception areas. Volunteering works in an integrated way with the components and operational structures of the Italian National Service both in ordinary and emergency and regularly participates in exercise activities to ensure full synergy with all the players in the System.

Recommendations and guidelines

Italy and Croatia are two countries characterized by territories exposed to natural risks and linked to human activities. This requires a system that ensures in each area the presence of resources able to intervene quickly and in a coordinated way in emergency, but also to operate to prevent and, as far as possible, predict disasters. The aim of the following paragraph is to briefly and comprehensively illustrate the Disaster Risk Reduction policy, the aim of which is to prevent new disasters and reduce the risk of existing ones managing residual risk, all of which contribute to strengthening resilience and thus to achieving sustainable development. In particular, two key elements of Resilience will be analyzed, the Crisis and the Emergency, and the factors to intervene to reduce the Risk or the degree of Emergency.

To be able to enter into this topic it is necessary to start from the definition of Security. Among the many existing definitions, all closely related to the context in which it operates, an extremely general statement could be that which sees safety as the condition (or perception) of absence of possible negative events. When we are in a situation of high security it will mean that the level of risk will be low, or at least perceived as such. The Disaster Risk Reduction, UN-branded philosophy to address civil protection issues, embraces this conceptual approach: if security is the opposite and complementary term of risk, or if the absence of Security necessarily entails a high Risk value, It is also true that the new concept of Resilience can be seen as the set of actions aimed at increasing the level of Security and drastically reducing that of Risk. At this point, in order to understand the boundaries within which the Disaster Risk Reduction moves, it is necessary to have clear elements such as Crisis and Emergency, key factors of Resilience.

Without a doubt, it is not difficult to understand a crisis situation or an emergency context, but to identify the precise boundaries. In other words, it is not at all easy to focus, in space and time, when a state of crisis occurs in a given context, or even when from a condition of crisis there is a transition to a state of emergency. One thing is certain: in both situations external agents contribute to determine the two contexts and the time factor plays a central role. In general it can be said that, in

the event that a given event, anthropic or natural, occurs in a given territory, we will have a crisis condition, with the possibility that it can degenerate into an emergency situation. We will talk about crisis when: "a system in equilibrium (static or dynamic, natural or anthropic) is upset by one or more factors internal or external to the system itself"¹. If the system, as a result of this imbalance, fails with its own strength, to return to the original situation, or to reach a new equilibrium condition, the preconditions for an emergency condition will occur.

The emergency occurs when "as a result of a certain event (natural or anthropic, predictable or unpredictable) its overcoming, aimed at addressing and solving the problems that occurred, or avoiding further situations of danger, crisis or discomfort, is strongly linked to the time and resource factors available"².

$$E = \frac{R}{t * Re}$$

An emergency will depend on the value of the Risk (R)³, obviously no longer considered in probabilistic terms, since the event took place, and the factors Time (t) and Resources (Re). These two factors are typical and characteristic of an emergency state. There would not be an emergency situation if there were not a context in which "something needs to be done and done in a short time". Therefore, the Time factor has a crucial position. If we had considerable time to deal with a situation, we would not be faced with an emergency situation. Linking the concept of Time to the action of "accomplishing something", that is, of reaching a goal through a sequence of steps, means introducing the concept of Timing. The other factor is Resources, which is "something that we need to do things" in a short time, of course, to achieve our goal or avoid a situation. Possessing huge resources means that a context is not immediately and necessarily emergent, on the contrary, the scarcity of resources or the performance poverty of these, can bring in a short time an event,

¹ Fulvio Toseroni, Protezione e Difesa Civile, EPC Libri, Roma, 2009, p. 310.

² Ibidem

³ Risk can be defined as the product of Danger (D), Vulnerability (V) and Exposure (E): $[R = D * V * E]$.

otherwise simple, to be extremely complex in its resolution. From these reflections follows that Timing and Resources are the reference points of an Emergency. These elements can be represented by the concept of Organization:

$$\text{Organization } (O) = \text{Timing } (T) * \text{Resources } (Re)$$

Timing depends, in turn, on two factors: coordination and communication

$$\text{Timing } (T) = \text{Coordination } (C) * \text{Communication } (Com)$$

This means that the success of a given action is strongly linked to the ability to coordinate resources (men, means, materials...).

This is only possible if you have an effective communication system. A good Organization is based, without doubt, on the Resources that are possessed, but these if not properly used, through an effective action of Coordination, will surely be poorly used with respect to their potentialities. The greater the Resources, the more complex will be the Coordination function, which cannot be separated, for its correct functioning, from an effective Communication system (internal and external). Knowing how to manage the available resources (men, means, materials...) and optimize the time, both of finding them as well as of their harmonious use, means having a good organizational level, which can not, in any way, not be considered a feature of emergency planning.

$$\text{Emergency } (E) = \frac{\text{Risk } (R)}{\text{Organization } (O)}$$

Therefore, in order to reduce the Risk or the degree of Emergency, it is possible to intervene on all the factors described in this report. The actions carried out in order to operate in particular on the Organization factor, are called Resilience.

Resilience

In the field of Security and Civil Protection, Resilience is understood as "the ability of a System to absorb, in order to prevent or delay, the transition from a Crisis State to an Emergency State, a negative, expected or unexpected event, reacting and shaping the response of its structure in order to overcome the adverse event, restoring a new balance in the System"⁴.

The concept of Resilience then comes to indicate a set of possible actions that can affect any, or all the elements characterizing an emergency.

$$Emergency (E) = \frac{Dangerousness (D) * Vulnerability (V) * Exposure (E)}{Coordination (C) * Communication (Com) * Resources (Re)}$$

If it is true that an Emergency is: directly proportional to the event occurred (D), the level of destruction caused (V) and the value of the destroyed object (E), and inversely proportional to the ability to coordinate the forces in the field (C), the level of communication between forces (Com) and the quantity and quality of available resources (Re); We can also say that, at the same time, a Resilience activity with a view to lowering the level of an Emergency, will be more effective the lower the factors attributable to strategic or programmatic actions, activities for the reduction of Dangerousness (D), Vulnerability (V) and Exposure (E), and the higher the factors attributable, with project-training-training actions in the areas of Coordination (C), Communications (Com) and Resources (Re).

It is therefore possible to say that Emergency and Resilience are nothing more than the two sides of the same coin. The only way to reduce the magnitude of an Emergency is to operate in a Resilience perspective, The latter may be a prevalent preventive action (prediction) operating on the factors D and V and E, or a prevalent defensive action (rescue) operating on the factors C, Com and Re or, finally, both. A balanced set of such actions is able to make a Community "resistant to the impact of an event". In other words, a community, a Civil Protection Agency or a Nation, is all the more

⁴ Toseroni, 2010.

"protected" against an emergency, the higher its degree of resilience. This means that the capacity of absorption and response, compared to an adverse event, is strongly linked to the management of the territory, the degree of vulnerability, the attitude and the preparation of the population and its administrators, as well as the level of professionalism, resources, communication skills and skills of the structures (public, private, professional or voluntary) used for rescue.

The importance of risk forecasting and prevention activities

For the purposes of Civil Protection, the risk is represented by the probability that a natural phenomenon or induced by human activities could cause harmful effects on the population, on the settlements and the infrastructures, within a particular area, in each period of time. Risk and danger are therefore not the same thing: the danger is represented by the calamitous event that can hit a certain area (the cause), the risk is represented by its possible consequences, that is, by the damage that can be expected (the effect). It is known that the territory in which we live is exposed to various kinds of risks, as it is not always possible to eliminate the hazard, it is important to reduce the impact this causes as much as possible.

In this perspective, the forecasting and prevention activities play a very important role:

- Forecast consists in the identification and study, even dynamic, of the possible risk scenarios for alerting needs (where possible) and civil protection planning;
- Prevention consists of the set of activities of a structural and non-structural nature, also carried out in an integrated form, aimed at avoiding or reducing the possibility of damage resulting from calamitous events also on the basis of the knowledge acquired as a result of forecasting activities.

To pursue the objectives of forecasting and prevention activities, the scientific community should also be involved.

Civil Protection Planning

Emergency plans are necessary to prepare Civil Protection Service facilities to deal with and manage an emergency. These identify the objectives to be achieved in order to organize an adequate civil protection response when the event occurs. The Civil Protection Plan must contain the forecasting activities and identification of possible risk scenarios in the considered territory, the operational strategies and intervention models for each risk considered, and the operational structures and resources available to cope with the current event. The Civil Protection Plan should be prepared by the competent bodies of the various territorial levels, starting with the municipal level.

Active citizenship

To mitigate risks, it is important to increase the resilience of communities. In the management of all the phases that precede and follow the occurrence of an event in the territory, the individual citizen plays a leading role. In fact, the objective of the ordinary activities of disseminating knowledge of civil protection and raising awareness of the population is precisely to train a more aware and prepared citizen. Involving the population, informing them about the risks present in the territory and about the best practices to be adopted in the event of an emergency is fundamental in order to optimize the times and methods of rescue, concentrating all resources especially towards the most fragile subjects.

It is important to promote initiatives aimed at increasing the resilience of communities, encouraging the participation of citizens, individuals and associates, also through training of a professional nature, in civil protection planning and the dissemination of knowledge and culture of civil protection.

Active citizenship must not limit itself to making the population aware of the risks present in the territory and on the best practices to be adopted in an emergency but must give citizens the opportunity to provide their service, free of charge, in civil protection activities.

Citizens, after having acquired the necessary knowledge to be able to operate effectively, must be able to participate in carrying out civil protection activities by joining organized volunteering operating in the sector.

Therefore, it is appropriate to regulate the participation of organized volunteers in civil protection activities:

- protecting the health and safety of volunteers;
- defining the activation modalities and the activities that the volunteers can carry out;
- providing for contributions aimed at strengthening operational capacity, improving technical preparation as well as developing the resilience of communities.

Institutions must enhance organized civil protection volunteering, guaranteeing its autonomy and promoting its development.