



EUROPEAN UNION

EUROPEAN REGIONAL DEVELOPMENT FUND

INVESTING IN YOUR FUTURE!



GOVERNMENT OF ROMANIA GOVERNMENT OF BULGARIA

JOINT ACTION STRATEGY

ON CRISIS/EMERGENCY SITUATIONS MANAGEMENT IN THE CROSS-BORDER
REGION
CALARASI - VELIKO TARNOVO

developed under

PROJECT

”EFFICIENT MANAGEMENT IN EMERGENCY SITUATIONS IN THE CROSS-BORDER
REGION CALARASI-VELIKO TARNOVO”

ACRONYM : EFIMES

E-MS CODE : ROBG-481

INTERREG V-A ROMANIA-BULGARIA PROGRAMME

ERDF: 807,329.52 EUR



www.interregrobg.eu

CALARASI - 2023

CONTENTS

| | |
|---|--------------|
| INTRODUCTION | pg.4 |
| Chapter 1 Review of strategic documents related to the fight against natural disasters and industrial accidents at national, regional and municipal level. | pg.6 |
| 1.1 Collection of information and analysis of available documents related to the protection of the population in the Republic of ROMANIA | pg.6 |
| 1.1.1 About emergencies | |
| 1.1.2 Regarding nature risks | |
| 1.1.3 Regarding technological risks | |
| 1.1.4 Regarding nuclear risks | |
| 1.1.5 Regarding fire risks | |
| 1.2 Collection of information and analysis of the available documents related to the protection of the population in Republic of Bulgaria | pg.6 |
| 1.2.1 Main component of the Unified Rescue System | |
| 1.2.2 Preparation of the URS components | |
| 1.2.3 Coordination of the components of the URS | |
| 1.2.4 Interaction and coordination between URS units | |
| 1.2.5 Rights of individuals in case of disaster | |
| 1.2.6 Obligations of individuals in disasters | |
| 1.2.7 Obligations of the legal entities and sole traders, carrying out activity in sites of the 1st category under the Spatial Development Act, with danger of disaster / accident | |
| 1.2.8 Obligations of legal entities and sole trade operating in public buildings 2nd category under Spatial Development Act | |
| 1.2.9 Voluntary formations | |
| 1.2.10 Emergency. Nature and enforcement bodies. Declaring state of emergency | |
| 1.2.11 Responsibilities and tasks of the General Directorate "Fire Safety and Protection of the Population" | |
| 1.2.12 By-laws concerning disaster protection | |
| 1.3 Commitment of Romania and Bulgaria on international agreements and the harmonization of the Bulgarian with the EU legislation, with emphasis on the EU Civil Protection Mechanism and the Solidarity Fund to support the affected municipalities | pg.9 |
| 1.3.1 Need to increase EU capabilities | |
| 1.3.2 Towards a better EU disaster response. Gradually build better coordination | |
| 1.3.3 Strengthening the Community Civil Protection Mechanism | |
| 1.3.4 Increasing European humanitarian aid | |
| 1.3.5 Capacity building within Community policies and instruments | |
| 1.3.6 Action Plan | |
| 1.4 Documents used | pg.11 |
| Chapter 2: Analysis and assessment of the risks of fires, floods, snowstorms, earthquakes and other natural disasters, as well as industrial accidents, incl. radiation leakage, which may affect the territories of Pavlikeni municipality and Calarasi county. | pg.11 |
| 2.1 Identification of possible risks, description, classification | pg.11 |
| 2.2 Risk Assessment | pg.12 |
| 2.2.1 Concept of risk | |
| 2.2.2 Risk reduction | |
| 2.2.3 Structure and content of the risk assessment process | |
| 2.3 Categorization of potential areas at risk of natural disasters and industrial accidents and forecasting the consequences | pg.13 |
| 2.3.1 Networking | |
| 2.3.2 Lobbying and advocacy | |
| 2.3.3 Public participation | |
| 2.3.4 Monitoring and implementation | |
| 2.3.5 Assessment of risk reduction processes | |
| Chapter 3: Measures for prevention and/or reduction of the risk of floods and other natural disasters in the border area and for the population in settlements. | pg.15 |
| 3.1. Measures for prevention / reduction of the reduction of the risk of fires floods and other natural disasters in the border area | pg.15 |
| 3.1. Differences in planning processes | |

| | |
|---|-------|
| 3.1.Mitigation of new dangers | |
| 3.1.Mitigation in territorial development | |
| 3.1.Mitigation of existing hazards | |
| 3.1.Mitigation in case of restructuring | |
| Commencement of the mitigation process | |
| 3.2 Measures for response strategy and contingency plans. | pg.17 |
| 3.3 Assessment of the condition of the existing systems for protection, detection and early warning and notification of the responsible institutions and the population | pg.18 |
| Chapter 4: Conclusions and recommendations | pg.18 |
| 4.1 Condition for implementation of the Strategy for Fighting Natural Disasters and the Results of Industrial Accidents in the Cross-Border Region | pg.18 |
| 4.2 Decisions / proposals for establishing, implementing and improving the legal and institutional framework for the implementation of the joint Romanian-Bulgarian intervention in case of emergency | pg.19 |
| 4.2.1 Improving the legal and institutional framework | |
| 4.2.2 The cross-border and regional cooperation procedures aim | |
| 4.2.3Types of regional cooperation, assistance provided in case of emergencies | |
| 4.3 Conclusion | pg.20 |

INTRODUCTION

The joint strategy for better coordination and efficient responses of the joint cross-border partnership / Strategy / between the project partners defines the mission, key values, vision, goals, priorities and tasks for more effective risk management of natural disasters and protection of the population, material, and cultural values on the territory of the cross-border region Calarasi - Veliko Tarnovo, represents a fundamental document for joint and coordinated prevention, control, and overcoming of the consequences of disasters and accidents, and outlines the guidelines for the establishment of an effective, resource and technically secured System for constant preparedness, prevention and response to disasters.

Structurally, in general, it can be represented as follows:



KEY VALUES:

The strategy is based on the following key values: positive thinking, perspective, awareness, culture, equality, responsibility, cooperation, continuity, and political will.

Vision:

Based on the better cooperation between the local executive bodies and their administrations, in the Pavlikeni Municipality and Calarasi County, it is recommended to create a System for constant readiness of modern communication and information environment and infrastructure, modern special equipment, technologies and joint operational procedures, for the purposes of better organization of the interaction and coordination in the management of the risk of natural disasters on their territory, increasing the safety and quality of life of the citizens and the sustainable development of the society.

In order to achieve the expectations from the implementation of the Strategy, the following strategic goals need to be realized:

- a. To increase the capacity of the bodies at the local and regional level responsible for the management, administration, organization, and coordination of actions;
- b. Introduce joint practices for risk assessment at local and cross-border level and for the development of disaster impact assessments;
- c. Achieving cross-border sustainability of public relations in disasters;
- d. Capacity building for joint disaster risk management on the territory of Pavlikeni Municipality and Calarasi County;
- e. Achieving coherence in the implementation of sustainable development policies, adaptation to climate change and disaster risk reduction;
- f. Achieving sustainability of the organization, coordination, and interaction of the managing authorities, forces, and means in case of disasters in the cross- border region.

MEASURES FOR ACHIEVING THE OBJECTIVES OF THE STRATEGY:

- a. Creating preconditions for preparation and updating of the risk assessment of floods and other natural disasters for the territory of Pavlikeni and Calarasi County.
- b. Increasing the capacity of the local executive bodies to prepare and implement quality programs and plans for disaster risk reduction.
- c. Identification and implementation of measures to increase the resilience of critical infrastructure in case of disasters on the territory of Pavlikeni and Calarasi County.
- d. Implementation of joint measures for disaster risk reduction in accordance with the programs / plans / for disaster risk reduction.
- e. Increasing the capacity of the responsible local authorities and their subordinate management bodies, forces, and means for rapid response, to organize and conduct effective preventive activities and to respond to disasters.
- f. Creation of the conditions and guidelines for preparation of a joint plan for organization of the interaction and coordination between the partners in the management of the risk of natural disasters.
- g. Defining the need and prerequisites for the creation of an effective, resource and technically secure system for constant preparedness for the purposes of prevention and effective response to disasters.
- h. Exchange of positive experience and good practices between the project partners.
- i. Increasing the capacity of the administrations for preparation of quality, coordinated municipal programs.
- j. Increasing the preparation of the territorial bodies of the executive power and the disaster response forces for the implementation of the disaster risk reduction plans and the disaster protection plans.
- k. Research/review/proposing the technical solutions for construction of new, common communication and information technical means, systems, and procedures.
- l. Establishment of local and / or integration of the existing systems for early warning.

The main priority of the Strategy is analysis and assessment of the risks of natural disasters, their mapping, advance planning for better interaction, coordination and response in the conditions of the joint cross-border partnership between Pavlikeni Municipality and Calarasi County.

Chapter 1

Review of strategic documents related to the fight against natural disasters and industrial accidents at national, regional and municipal level.

1.1. Collection of information and analysis of available documents related to the protection of the population in the Republic of ROMANIA

1.1.1 About emergencies, examples: Government Emergency Ordinance No. 21/2004 of the National Emergency Management System, approved by amendments to Law No. 15/2005. Decision of the Government of Romania No. 1491/09.09.2004 approving a framework regulation on the organizational structure, the duties, the functioning and the equipment of the working committees and emergency centers. Government Ordinance No. 2288/2004 approving the allocation of the main support functions provided by ministries, other central government bodies and nongovernmental organizations in the field of emergency prevention and management. Law No. 481/2004 on Civil Protection, as subsequently amended.

1.1.2 Regarding nature risks, examples: Government Ordinance No. 2288/2004 approving the allocation of the main support functions provided by ministries, other central government bodies and non-governmental organizations in the field of emergency prevention and management. Government Ordinance No. 1.85/2005 for approval of the National Flood Risk Management Strategy. General Order of the Minister of Administration and Interior and the Minister of Environment and Water Management No. 638/420/2005 approving the Ordinance on the Management of Emergencies Caused by Floods, Dangerous Meteorological Phenomena, Incidents in Hydro-technical Facilities and Incidents of pollution.

1.1.3 Regarding technological risks, examples: Government Ordinance No. 95/2003 on the control of activities presenting a risk of major accidents involving dangerous substances. Order of the Minister of Administration and Interior No. 647/2005 approving methodological standards for the development of emergency plans in the event of accidents involving dangerous substances. Order of the Minister for Agriculture, Forestry, Water and the Environment No. 142/2004.

1.1.4 Regarding nuclear risks, examples:

Order of the Minister of Administration and Interior No. 684/2005 approving methodological standards for the planning, preparation and intervention in the event of a nuclear accident or radiation emergency. Order of the Minister of Administration and Interior No. 683/2005 approving the generation of procedures for data collection and validation of a response in the event of a radiation accident. Order CNCAN No. 242 for approval of the republican norms for security of planning, preparation and intervention in case of a nuclear accident or radiation emergency.

1.1.5 Regarding fire risks, examples:

Law No. 1307/2006 on fire fighting, with subsequent amendments and implementations. Government Decision No. 622/2004 creating the conditions for entry into the market for construction products, with subsequent amendments and implementations (transposed by the Construction Products Directive 89/106/EEC). Order of the Minister of Administration and Interior No. 163/2006 approving common fire-fighting standards.

1.2. Collection of information and analysis of the available documents related to the protection of the population in the Republic of BULGARIA, examples:

The Republic of Bulgaria, as a member of the European Union, transposes all European normative documents, incl. and those related to disaster protection: DECISION N 1313/2013 / EU OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 17 December 2013 on a Union Civil Protection Mechanism (Text with EEA relevance); COUNCIL DIRECTIVE 2008/114 / EC of 8 December 2008 on the identification and designation of European Critical Infrastructure and the assessment of the need to improve their protection (Text with EEA relevance); Directive 2007/60 / EC - European Floods Directive. The Floods Directive has been transposed into Bulgarian law and in particular

into the Water Act (SG, issue 61 of 2010); Directive 2000/60 / EC of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community Action in the field of water policy. The main normative document is the Disaster Protection Act. It regulates the protection of the life and health of the population, protection of the environment and property in case of disasters.

1.2.1. Main component of the Unified Rescue System

The main components of the URS are the Regional Directorates of the Ministry of Interior, the General Directorate "Fire Safety and Civil Protection", the Bulgarian Red Cross and the emergency medical care centers.

1.2.2 Preparation of the URS components

The preparation of the components of the URS is carried out through training and exercises. The purpose of the trainings is to establish the condition of the communication and information system and the readiness of the teams for disaster response.

1.2.3 Coordination of the components of the URS

The coordination of the constituent parts of the URS is carried out by the Operational Centers of the General Directorate of the Ministry of Interior.

1.2.4. Interaction and coordination between URS units

The interaction and coordination between the URS units participating in the REDRW in the disaster area / place of intervention / is carried out by the head of operations / Art. 31 of the DPA /.The head of operations is appointed by an order of the mayor of the municipality.

1.2.5. Rights of individuals in case of disaster/Art. 33 of the DPA

- right to information on protection measures;
- right to training on how to behave and act in disasters;
- right to remedies;
- right to emergency and rehabilitative assistance;
- compensation for actual damages caused during or in connection with the normatively established actions for protection in case of disasters.

1.2.6 Obligations of individuals in disasters /Art. 34 of the DPA

- tolerate restrictions in connection with a declared state of emergency;
- Assist any other individual whose life and health are at risk as a result of a disaster, provided that he does not risk his life and health;
- inform the relevant emergency call center or otherwise seek the opportunity to provide assistance when they are unable to provide the necessary assistance in person;
 - provide assistance in accordance with their capabilities or material assistance at the request of the Mayor of the Municipality or the Head of the site;
 - allow, if necessary, the entry of rescue teams and equipment, carrying out terrain reconstruction, construction of facilities for protection against risk factors, clearing of land, and removal of buildings or their parts, facilities, and plantations, when they are owners, users, or real estate managers;
 - provide the Head of the rescue team with information about the dangers that could endanger the health and life of rescuers or the population;
 - allow gratuitous placement of equipment of the early warning and notification systems in the real estates, which are their property, and provide access to them for their operation;
 - do not impede the access of authorized officials to collective remedies for control, prevention, and repair.

1.2.7 Obligations of the legal entities and sole traders, carrying out activity in sites of the 1st category under the Spatial Development Act with danger of disaster / accident

- develop an emergency plan for the site and approve and update it when circumstances change;
- organize trainings on the implementation of the plan at least once a year;

- provide the Mayor of the municipality with information about the municipal disaster protection plan;
- build and maintain local public address systems;
- create, prepare and maintain in readiness forces and means for protection of the workers in the site;
- conduct training for disaster protection workers.

1.2.8 Obligations of legal entities and sole trade operating in public buildings 2nd category under Spatial Development Act / Art. 36 of the DPA

- develop a disaster protection plan for residents and approve and update it when circumstances change;
- organize trainings on the implementation of the plan at least once a year;
- build and maintain local public address systems;
- create and maintain in readiness means for protection of the residents on the territory of the site;
- conduct training for disaster protection staff.

1.2.9 Voluntary formations

Voluntary formations are created by the mayor of the municipality by decision of the municipal council. / art. 41 of the DPA.

1.2.10 Emergency. Nature and enforcement bodies.

Declaring state of emergency / Art. 48,49,50,53 of the DPA

1.2.11. Responsibilities and tasks of the General Directorate "Fire Safety and Protection of the Population"

The General Directorate "Fire Safety and Protection of the Population" is a national specialized structure of the Ministry of Interior for ensuring fire safety, rescue and disaster protection under the terms and conditions of the Law on the Ministry of Interior and the Disaster Protection Act.

1.2.12. By-laws concerning disaster protection, examples:

The National Strategy for Disaster Risk Reduction (NSDRR) which was developed on the basis of Art. 6a, para. 2, item 1 of the Disaster Protection Act and outlining the vision for reducing the risk of disasters on the territory of the Republic of Bulgaria. Ordinance on the terms and conditions for conducting evacuation and dispersal, Prom. - SG, no. 103 of 28.12.2012, Adopted by the Council of Ministers N 337 of 20.12.2012. Ordinance on the conditions, procedure and bodies for analysis, assessment and mapping of disaster risks, In force since 02.11.2012, Adopted by CMD No. 264 of 25.10.2012, Prom. SG. No. 84 of November 2, 2012, as amended. SG. issue 9 of 31 January 2014, amended and ext. SG. issue 44 of 10 June 2016, amended SG. issue 55 of July 7, 2017; Instruction No. 8121 h-33 of 10 January 2019 on the terms and conditions for carrying out diving activities by the police authorities and the bodies for fire safety and protection of the population in the Ministry of Interior, in force since 25.01.2019, issued by the Minister of the Interior. Prom. SG. issue 8 of January 25, 2019; Instruction No. 2 of 5 July 2004 on the preparation and training of children, pedagogical, administrative and support staff in kindergartens for safe behavior in disasters, accidents, catastrophes and fires.

1.3. Commitment of the Republic of Romania and the Republic of Bulgaria on international agreements and the harmonization of the Bulgarian with the EU legislation, with emphasis on the EU Civil Protection Mechanism and the Solidarity Fund to support the affected municipalities

1.3.1. Need to increase EU capabilities

We are facing major challenges - inside and outside the EU.

Major disasters - natural, man-made or a combination of both - such as the Indian Ocean tsunami in 2004, the Lebanon war in 2006, the occasional pollution of sea basins in third countries or the recent forest fires and floods in Europe in the summer of 2007, led to more calls to increase

the effectiveness of the EU's existing disaster response capacity. In addition, the number of disasters related to climate change is increasing. This will also affect the Union's neighbors.

European citizens expect the Union to protect their lives and property in the EU, while providing effective disaster relief in other parts of the world as an important expression of European solidarity. The European Parliament, as well as the European Council of December 2007, called on the Council and the Commission to make the best use of the Communities' Mechanism for Cooperation in the Field of Civil Protection, together with the Civil Protection Financial Instrument, to help tackle serious unforeseen situations in the future and to further strengthen cooperation with and between Member States.

1.3.2. Towards a better EU disaster response. Gradually build better coordination

The European Commission is responsible for a wide range of response tools, together with alert and coordination mechanisms such as: it operates many Rapid Alert Systems, it takes decisions on humanitarian aid from the Community (through GD "Humanitarian aid"), it facilitates and coordinates the use of civil protection remedies by Member States through the Community Civil Protection Mechanism (set up in 2001), to respond to disasters occurring inside and outside the EU, it's Instrument for Stability for "exceptional support measures" provide a timely response to disasters in addition to political crises, the various geographical instruments for external assistance also have contingency reserves that can be mobilized in certain circumstances and following specific decision-making procedures for short and medium term disaster response measures, the Commission developed an internal coordination mechanism (known as "ARGUS") to help it respond effectively to multilateral disasters and crises within its remit, as well as to enable it to make an active contribution to EU Crisis Coordination Arrangements (CCA), it coordinates the Crisis Management Platform, developed by "GD Foreign Relations", the Commission adopted a Consular Protection Action Plan aimed at putting into practice the principle of Article 20 of the EC Treaty, according to which every citizen of the Union located in the territory of a third country where the Member State, of which he is a nation, has no representation, is entitled to protection by the diplomatic missions or consular posts of each Member State under the same conditions as nationals of that State, the Commission works to increase its role in the process of cooperation with Member States, the UN and other international actors, there is still a need for better coherence, efficiency and visibility to achieve the goal of a more integrated EU disaster response capability, the Commission is committed to increasing the effectiveness of its work in cooperation with Member States, international, national and local actors in particular, by pooling and better coordinating training and needs assessment.

There is a need to pool existing resources more effectively between EU-level instruments and Member States' instruments, as well as between EU / Community instruments.

1.3.3 Strengthening the Community Civil Protection Mechanism

In the field of civil protection, the Commission proposes to increase the capacity of the EU and the Commission through the following measures:

a. Establishment of a Monitoring and Information Center to serve as an operational center for European civil protection intervention.

This includes early warning systems, needs assessments, identification of relevant resources; developing scenarios, standard operating procedures and lessons learned.

b. Enhancing Europe's response capacity for civil protection.

The European Parliament called for the creation of a European civil protection force and the Council instructed the Commission to make proposals for disaster response.

1.3.4 Increasing European humanitarian aid

The European Consensus on Humanitarian Aid is a comprehensive framework for increasing the delivery of humanitarian aid.

The consensus provides, inter alia, for identifying existing supply gaps at EU and international level through a study that presents a "map" of the state of the logistics capacity,

including stocks, supplies and transport to the area of final destination of humanitarian goods, with the purpose of identifying potential response gaps.

1.3.5. Capacity building within Community policies and instruments

In addition to strengthening the Community Civil Protection Mechanism and implementing the European Consensus on Humanitarian Aid, an additional package of measures may be considered:

a. Establishment of a European disaster response preparation network.

A disaster response preparation network could connect the existing centers of competence in the Member States and offer a wide range of activities.

b. Improved disaster preparedness measures, early warning systems and the use of a single European emergency call number „112“.

c. Preparation for disasters in third countries.

1.3.6. Action Plan

In line with the steps outlined above, which it intends to take, the Commission proposes that the following actions be considered and / or implemented:

a. **Towards better interinstitutional cooperation:**

It is proposed that the Commission, the Council and the Member States, within their respective spheres of competence:

- define multilateral scenarios for disaster relief operations;
- launch a study on global logistical disaster response capacity, ensuring a close link with relevant international humanitarian assistance activities and with the identification of gaps in European civil protection disaster response resources;
- ensure a close link between the mapping of logistical capacity and the process of identifying gaps in disaster response resources;
- where necessary, deploy joint disaster management teams and joint operational teams;
- develop opportunities for exchanging of factual information and analytical reports;
- investments in research and pilot projects in the field of information and communication technologies to improve disaster response and disaster response systems.

b. **Europe's capacity for humanitarian aid must be enhanced.**

To this end, the Commission will:

- launch a study that presents a "map" of the state of logistics capacity, including stocks, supplies and transport;
- provide a comprehensive capability building program to continue the development of standby capabilities for both the UN and the Red Cross;
- immediately implement the Consensus's call for better operational coordination of EU humanitarian aid;
- further develop, together with the participants in the development, the strategic framework for disaster preparedness.

c. **European civil protection needs to be improved.**

To this end, the Commission will:

- transforms the Monitoring and Information Center into an Operational Center for European Civil Protection Intervention;
- identify gaps in disaster response resources and, when gaps are identified, present proposals to increase Europe's civil protection response capacity:
 - * voluntary consolidation of the main civil protection modules;
 - * additional reserve capabilities.

d. **Capacity building in the framework of Community policies and instruments.**

To this end, the Commission will:

- presented proposals for the establishment of a European Disaster Response Preparation Network;

- finalize proposals for a European integrated approach to natural disaster prevention and an EU strategy for disaster risk reduction in developing countries;
- helps Member States to develop common early warning signals;
- Global Monitoring for Environment and Security (GMES) initiative;
- maintaining a certain bandwidth for unforeseen situations.

1.4. Documents used

- a. Disaster Protection Act.
- b. National Strategy for Disaster Risk Reduction 2018-2030
- c. National Disaster Protection Plan
- d. Instructions for the development and readiness for the implementation of the disaster protection plans - issued by the Council for Disaster Risk Reduction at the Council of Ministers.
- e. BSS ISO 31000: "Risk management - principles and guidelines".
- f. BSS ISO 31010: "Risk management - methods for risk assessment".
- g. Statistical information from the NSI.

Chapter 2

Analysis and assessment of the risks of fires, floods, snowstorms, earthquakes and other natural disasters, as well as industrial accidents, incl. radiation leakage, which may affect the territories of Pavlikeni Municipality and Calarasi County.

2.1. Identification of possible risks, description, classification

Modern society is constantly faced with an extraordinary variety of risks, whose impact is continuous: natural risks, occupational risks, risks that affect health, risks that worsen the environment and have negative consequences for future generations, etc.

One of the many definitions given to risk shows that it is a threat, an opportunity to create an event that will cause damage, characterized, on the one hand, by the severity of the consequences arising from it and, on the other hand, by the probability for its occurrence.

It is difficult to determine the extent of a threat, as the same risk can cause significantly different effects, depending on the conditions under which it occurs.

Risk analysis is a systematic approach to characterizing and, if possible, quantifying risk, in terms of the probability of its occurrence and the extent of its consequences.

Risk assessment is a later stage in which the significance of acceptable risks is decided by administrative factors based on a comparison of the advantages and disadvantages.

Risk management refers to the application of measures and methods to achieve the proposed level of safety and protection.

2.2. Risk Assessment

2.2.1. Concept of risk

The two main definitions are:

Risk = probability X impact

Risk = danger X elevation

It is important to distinguish between the terms for (risk) and (danger), which in some languages are used with the same word.

If the proposal for the second determination is taken, the difference between risk and danger is in the vulnerability of the victims: a potential danger includes only (the probable) a negative effect of an incident (disaster or crisis).

Let's illustrate this: the flood by itself can be seen as a danger. If, however, it is achieved in an uninhabited area without economic and environmental value, then it is said that there is none or little risk.

Vulnerability is a composite concept that includes exposure and pliability. The combined application of known concepts creates the following complex definition:

$$\text{Risk} = \text{Probability} \times \text{Effect} \times \text{Exposition} \times \text{Susceptibility}$$

The formula is intended to indicate that risk is a compound concept consisting of different components, but the results should NOT simply be multiplied.

2.2.2. Risk reduction

What is meant by "mitigation by reducing the likelihood and / or impact of a disaster and / or the vulnerability of society". In other words, risk reduction includes all forms of risk reduction for the various elements of the concept of risk.

2.2.3. Structure and content of the risk assessment process

It is logical that the terminology and definitions differ in each language, but the partners agreed that there are 3 phases in risk assessment, as in the international literature:

- a. Risk identification
- b. Risk analysis
- c. Risk evaluation

a. First phase - risk identification

Given the definition of risk, the term risk identification is preferable to the more popular hazard identification. Risk identification requires the simultaneous identification of the causes (sources of risk) and the victims (the vulnerable ones). The combination of both gives the opportunity to understand the spatial distribution of risk or in other words to identify high-risk places and situations. Therefore, risk identification is defined as "the process of detecting, identifying and describing existing or potential risk situations."

b. Second phase - Risk analysis

This step can be defined as "the process of determining the nature and relative strength of the risk". The aim is to prioritize the risks that need the most political attention. The approach to this step is determined by the concept of risk that underlies it.

Single risk approach:

In the single-risk approach, the focus is on risk analysis (disaster or crisis) of a certain type, usually in a certain geographical area and for a certain period of time.

Multi-risk approach:

In the multi-risk approach in general, all possible safety risks could be considered simultaneously. This means, for example, that risks such as explosions must be made comparable to social unrest, or major infectious diseases - to disruption of utilities. In order to be able to compare completely different risks in the multi-risk approach, some criteria are needed to measure the consequences of the risk on the "vital interests" of society. A commonly used method in multi-risk analysis is the so-called scenario analysis.

Different types of risk may require different types of analysis:

It is important to assess in advance which approach meets the objectives of the risk assessment. Sometimes the risk is obvious and a priority, so there is no need for comparison.

Focus on the need for up-to-date risk policies:

Risk analysis is not an end in itself. It is a means of prioritizing risks in order to direct the available financial and human resources, as well as political attention to the "right" risks. In addition, risk analysis is a way to identify policy decisions.

Development of partners' network:

Information, expertise and experience are needed to perform a risk analysis. No public administration has all this directly within its organization, which is even more valid for small municipalities.

c. Third phase - risk assessment

The third and last phase of risk assessment is called risk evaluation. At this stage, the conclusions of the risk identification and risk analysis are provided to policy makers and leaders.

Risk and crisis management is not intended to achieve absolute security, but is part of the socio-political assessment, taking into account the public interest in risky activities. For example, modern society could not do without dangerous substances.

2.3. Categorization of potential areas at risk of natural disasters and industrial accidents and forecasting the consequences

2.3.1. Networking

The number of scientific theories for categorization of potential areas at risk of natural disasters and industrial accidents and forecasting the consequences is unlimited.

THE FIRST STEP is to identify the network - to identify all the key figures involved in the decision-making process.

THE SECOND STEP is to prepare an analysis of the network: to determine both the formal and informal relations of the local / municipal / executive bodies, the administrative-territorial structures at all levels of government and all identified stakeholders.

THE LAST STEP is to evaluate the network - to decide which stakeholders are "most important" to be involved and in what way. To this end, it may be useful to define some specific decision criteria, and in more small networks evaluation can be done quite naturally and based on existing experience.

Especially important:

The network is to be created as early as possible;

Network needs maintenance;

Commencement with clear arrangements for the process;

At the beginning of the process of categorization of potential areas at risk of natural disasters and industrial accidents and forecasting the consequences, it is important to know the commitments of all partners and what can be expected from each of them.

Think in advance and discuss who pays and who benefits?

Work is done for common interests and goals;

A network of expert knowledge must be organized;

2.3.2. Lobbying and advocacy

Advocacy for risk awareness;

Advocacy for public-private partnership;

Striving to influence political paradigms;

Advocacy is a process in which attempts are made to influence public policies and decisions for the allocation of resources within political, economic and social systems.

Lobbying is a specific form of advocacy that seeks to influence decisions.

Project partners have found that in some cases, advocacy may not only be aimed at influencing local / state / politics, but also at influencing the policies of private organizations. From the point of view of the local authorities responsible for safety, the influence of private partners "to do their job" is actually quite important.

A strategy for lobbying and advocacy may need to be developed as part of the risk mitigation process to ensure that risk mitigation policies are decided and that cooperation and related plans are improved.

Preparedness and creation of a „window of opportunity“;

Lobbying and advocacy create a "window of opportunity". Seizing the opportunity when public concerns or incidents arise, facilitates the inclusion of disaster prevention on the political agenda. We must be prepared in such cases with a dossier with objective information (facts and figures) about the risks and a clear overview of various professional opinions.

The main goal of lobbying in national and European legislation should be to ensure the inclusion of issues related to protection / safety / in the processes of territorial development.

Forming alliances;

A strong coalition of different partners for all kinds of lobbying and advocacy strategies increases the chances of success. We are stronger together!

Empowering other people;

Often there is no need to get involved in a public debate in person as a security specialist. Empowerment can be much more effective by helping others to influence policy by providing the necessary objective information, by connecting with relevant stakeholders, by helping to find common goals in terminology that decision-makers understand.

Consider how to make the environment a "natural" safety partner.

For both protection /safety/ and ecology, the most important opposing interest is economic and commercial gain.

2.3.3. Public participation

The general conclusion of the project partners is that before planning disaster mitigation measures, the capability assessment process must take into account not only the physical and environmental factors, but also the social aspects related to the acceptability of the final decisions. In other words, public opinion needs to be addressed and compared with expert assessments of safety policies. For this reason, public participation is a necessary prerequisite in the process of risk prevention, categorization of potential areas at risk of natural disasters and industrial accidents and forecasting the consequences.

There are many different ways to organize civic participation. In most countries, it is partially regulated by national law, such as requiring local authorities to inform and/or involve citizens in certain phases of disaster policy implementation. However, it is recommended to go beyond these formal requirements and to identify ways of participation that are appropriate to the specifics of a given risk and target groups. **It is important to involve people from the beginning.** It is necessary to tell them that the municipality/government will start thinking about the risks, to consider the confidentiality of the information and to use links to target groups.

In general, the "government" is not always the best received sender of messages. People themselves choose who is the greatest authority. You need to consider who might be the most influential link to different target groups, such as local opinion leaders, key players in society, priests, or your boss.

2.3.4. Monitoring and implementation

The disaster mitigation plan can only be effective if the measures for categorizing potential areas of risk of natural disasters and industrial accidents and forecasting the consequences are properly implemented.

According to the project partners, for proper monitoring and implementation it is necessary to pay attention to the following things: changing political preferences, network monitoring and evaluation, official judicial instruments, disaster mitigation measures implemented by citizens and risk monitoring.

2.3.5. Assessment of risk reduction processes

The final part of any policy is the feedback and reference to the beginning of a new process. The overall assessment of the overall process provides a professional completion that can improve the willingness to cooperate with risk management partners in the future.

Chapter 3

Measures for prevention and/or reduction of the risk of floods and other natural disasters in the border area and for the population in settlements.

Management of emergencies caused by floods, snowstorms, earthquakes and other natural disasters, as well as industrial accidents, incl. radiation leakage is an activity of national interest,

taking into account the frequency of occurrence and the magnitude of the effects of these types of risk.

The principles of emergency management are:

- forecasting and prevention;
- prioritizing the protection and saving of human lives;
- respect for human rights and fundamental freedoms;
- assuming responsibility;
- transparency of emergency management activities;
- continuity and gradualness of the activities;
- the efficiency, active cooperation and hierarchical subordination;

Management of emergency situations is achieved through:

- measures for prevention and preparation for interventions;
- urgent operational measures for intervention;
- additional intervention measures for recovery and rehabilitation.

3.1. Measures for prevention/reduction of the reduction of the risk of fires floods and other natural disasters in the border area

The need for sustainable strategic risk planning, as one of the most important elements of preparation, is increasingly recognized in the EU.

This Strategy also provides an overview of the experience of "reducing the risk by reducing the likelihood and / or impact of the danger and / or vulnerability of the population and society as a whole."

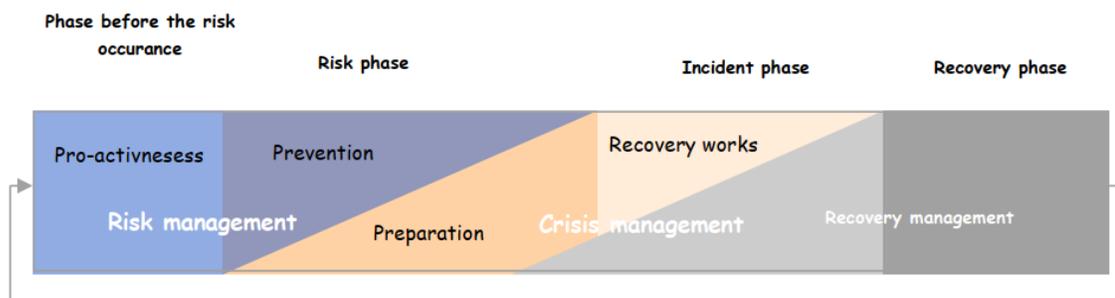
Three types of risk management and safety from natural disasters can be distinguished in the practical experience of the partners:

- risk management aimed at risk reduction;
- crisis management aimed at overcoming the consequences of an actual incident (materialized risk);
- recovery management aimed at returning society to a normal pre-disaster lifestyle.

And can be distinguished four phases:

- phase before risk has occurred;
- a phase in which the risk exists but has not materialized;
- phase of the incident;
- recovery phase.

The three types of risk and safety management do not correspond strictly to the phases, but gradually move from phase to phase.



This is the most basic form of action planning: as soon as risk arises, attention is focused on prevention measures, to reduce the likelihood, the potential effect of a disaster and the vulnerability (exposure and sensitivity) of the risk "elements" to that effect.

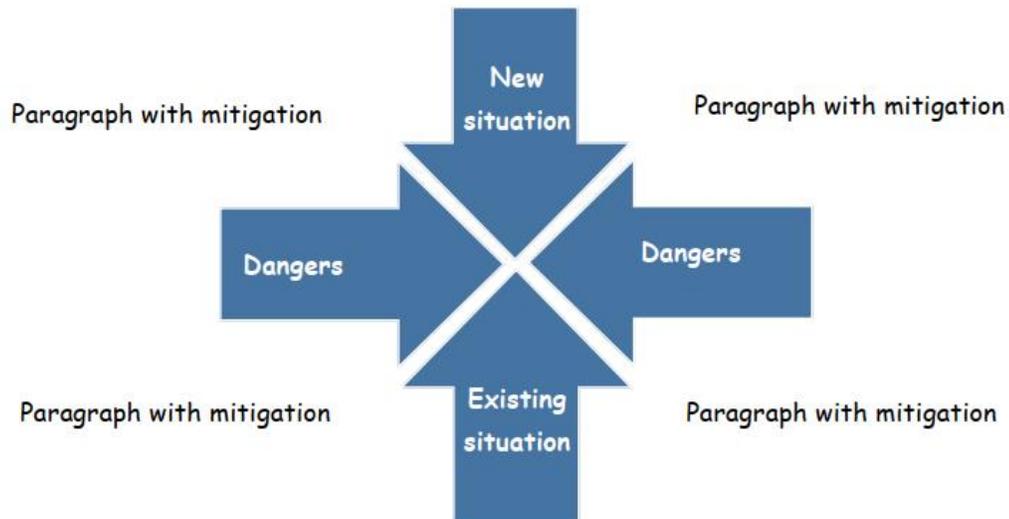
3.1.1. Differences in planning processes

In the course of the project, it was found that in practice most of the disaster reduction processes do not take place as in a textbook. The result of the partners' discussions is the typology of four types of disaster planning processes, arising from two distinctive features of the process.

The first distinction is between existing risk situations and new ones.

The second difference is between processes that mainly focus on the sources of risk (hazards) and those that focus on the elements at risk (vulnerabilities).

In the figure (below), these two dimensions are compared, which leads to the typology of four types of risk mitigation plans.



3.1.2. Mitigation of new dangers

The first type of plan concerns new (or enhanced) hazards.

In general, planned mitigation measures may be a single chapter or paragraph in the overall development plan, but depending on the legal obligations, a stand-alone disaster management plan (and disaster preparedness) may be required.

3.1.3. Mitigation in territorial development

The second type of mitigation process is when there is a new development, but not of new dangers, but of new vulnerabilities. This includes the development of new housing projects, new 'vulnerable sites' (such as hospitals, schools) and new public service infrastructure (such as petrol stations or pumping stations), which could fall within the scope of man-made risks or natural risks.

3.1.4. Mitigation of existing hazards

The third type of disaster planning process best fits the "textbook" definition. They are considered from the perspective of existing hazards. Based on a full risk assessment, in-depth information can be derived to locate hazards, which to be mitigated.

3.1.5. Mitigation in case of restructuring

The fourth type of mitigation is considered from the perspective of existing vulnerabilities. These are the cases when the municipalities decide to restructure / redevelop, re-plan / an existing area.

3.1.6. Commencement of the mitigation process

In many cases, mitigation processes do not have a clearly defined starting point. As explained before, many of the processes with risk consequences and the possibilities for their mitigation are triggered by interests other than physical safety.

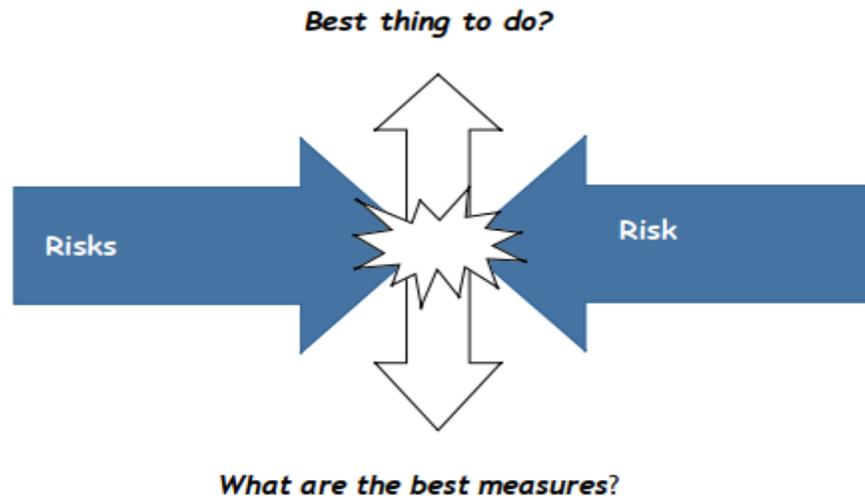
Ideally, any mitigation process should begin with a transparent definition of the problem and a description of the general and specific objectives.

The goals must be:

- **Specific:** relate to a specific priority risk;
- **Measurable:** the results for society can be measured;

- **Acceptable:** goals should be acceptable to decision makers;
- **Realistic:** the goals must be achievable in reality.
- **Time-bound:** goals are set for a specific period of time.

The next two phases of the capability assessment are best illustrated by the figure:



When comparing risks with possible mitigation (and preparedness) measures, **the first question that arises is: What are the best measures?** The answer to this question is the ultimate goal of the analysis of possibilities.

The second question is: Which measures are most acceptable to decision makers?

The cost-benefit analysis is defined by the EU as: "a procedure for assessing the feasibility of a project by comparing the benefits and costs".

3.2. Measures for response strategy and contingency plans.

Once the emergency has been identified, it is possible to adopt response strategies, which include assessment and response, in several stages.

The four stages are:

1. pre-disaster planning;
2. preparation;
3. answer;
4. rehabilitation and reconstruction.

Reducing people's vulnerability to an emergency involves creating changes in people's attitudes and attitudes to disasters. In this context, disaster aid has a component represented by the response of people in the event of a disaster.

The vulnerability modification consists of: preparation of the population; prevention programs; evacuation plans; providing emergency medical care and food; built shelters for evacuees, etc. Whatever formal arrangements may be made in the event of contingency plan, vital elements are to be understanding by people. An important role is played by the international support of government agencies and non-governmental organizations, charitable programs.

3.3. Assessment of the condition of the existing systems for protection, detection and early warning and notification of the responsible institutions and the population

All warning systems consist of three interdependent functional modules:

1. **Assessment** - it includes several sub-categories, starting with the first observation of a change in the environment that may pose a threat, until the nature and magnitude of the disaster is assessed, and finally deciding the optimal solutions.

2. **The dissemination** is presented by transmitting the warning message which includes various methods of communication.

3. **The answer:** the two previous steps aim to activate this module. The response subsystems are influenced by the direct production of the relevant event and the feedback mechanisms to improve the alert systems.

Chapter 4

Conclusions and recommendations

4.1. Condition for implementation of the Strategy for Fighting Natural Disasters and the Results of Industrial Accidents in the Cross-Border Region

The first necessary condition for the implementation of a strategy is of course the resources (financial, personnel and logistical). Once the objectives have been set and the measures of the plan for implementing the disaster prevention strategy are clear, the parties concerned need to know what their contribution will be. In the end, it all comes down to the real distribution of budgets, to attracting the right experts and using the available material resources.

Another topic for discussion is that many risks are caused or exacerbated by the implementation of measures. Therefore, the general conclusion is that more attention needs to be paid to the extent to which security measures are part of territorial and infrastructural development, including in financial terms.

Discussing the financing of risk prevention measures, the project partners reached the following **CONCLUSIONS:**

- **Inclusion of natural disaster prevention in other budgets and establishment of public-private partnerships;**
- **Searching for common interests and situations in which everyone wins;**
- **Organizing of an early inclusion;**
- **Benefit from the findings of the „Cost-Benefit" Analysis;**
- **Organizing cooperation beyond administrative borders;**

4.2. Decisions / proposals for establishing, implementing and improving the legal and institutional framework for the implementation of the joint Romanian- Bulgarian intervention in case of emergency.

4.2.1. Improving the legal and institutional framework

Basic elements of cooperation: the exchange of experience and information; informing citizens, increasing the level of responsibility in order to protect their own lives; increased coherence between civil protection actions and actions applied internationally; development of common principles and directives; improving intervention measures; development of procedures for providing mutual assistance; development of a plan for prevention of emergency situation in the region by types of risks; assessment of the potential risk for each community; development of procedures for managing the Risk Management; legal provisions and regulation of the system of responsibilities during the intervention period; joint trainings.

4.2.2. The cross-border and regional cooperation procedures aim: establishment of a system for coordination and monitoring, allowing direct relations between the parties; informing the population in the region and the participation of civil society aim at making citizens take responsibility for their self-defense; building a climate of trust, common ideas and new initiatives; reducing the time for transmission the information; providing timely, accurate and complete information; optimizing the decision-making process.

4.2.3. Types of regional cooperation, assistance provided in case of emergencies.

In the event of an emergency, the Contracting Parties may provide mutual assistance on the basis of a written request from the responsible authority. In urgent cases, the request may also be oral, but a confirmation letter will be sent as soon as possible, within a maximum of 24

hours of the request. The side offering help will take a decision as soon as possible and will inform, the partner in need of assistance, of the conditions under which the aid may be offered, the specifics and the amounts of the aid offered.

The communication will be open for details regarding changes in the situation.

Other forms of cooperation.

Within the framework of the cooperation, the assistance offered includes intervention teams / reaction teams /, equipment, humanitarian convoys, search rescue operations, as well as other actions that can be taken in emergency situations, in order to save human lives, protect public health, evacuate citizens, protection of the environment, reduction of material, cultural losses and side effects.

In addition to the assistance offered in case of emergencies, cooperation shall include other forms of action:

- forecasts, prevention, evaluation, elimination of effects;
- research, cooperation of educational institutions;
- exchange of information;
- creation and use of a unified monitoring system.

The principles of cross-border and regional cooperation must be the following:

- the assistance provided should be neutral, impartial and complementary;
- the aid must not be used in areas of armed conflict;
- not to impose financial or other obligations on recipient countries;
- have customs and legislative agreements;
- the team should wear distinctive identification marks and unarmed.

Operational and planned principles of intervention are with:

- a clear definition of the purpose of the contractor's mission;
- concentration of efforts;
- perseverance;
- security;
- legitimacy;
- avoiding duplication of effort and action.

4.3. Conclusion

This strategy identifies the strategic better objectives for optimum coordination and effective response of a joint cross-border partnership between Pavlikeni Municipality (Veliko Tarnovo - District) and Calarasi County, the approaches and principles for disaster risk reduction and the priority actions areas for their achievement.

The strategy is an important step towards building a comprehensive and coherent framework for the prevention of natural and anthropic disasters, which will contribute to building an integrated approach to the policies of Romania and Bulgaria, in this area.

The implementation of a common Strategy will ensure that disaster risk reduction is their top priority and will contribute to the prevention and mitigation, through active work at all levels of government with very good coordination and coherence between the responsible institutions. The implementation of the activities set out in the Strategy will ensure the sustainability of management in disaster prevention and protection.

This model will help not only to implement a unified approach to disaster risk reduction policy, but also to ensure coherence between cross-border municipalities, districts/counties in the implementation of individual activities and measures, and the rational use of available resources.

Ensuring effective interaction in the implementation, is key for achieving better integrated disaster risk management in the cross-border region.



Calarasi County Council

No.1, 1 Decembrie 1918 Street, Calarasi, România

Tel : 0040 242 311 301

Fax: 0040 242 331 609

E-mail: cjcalarasi@calarasi.ro

Web: www.calarasi.ro



Pavlikeni Municipality

No.4, Ruski Boulevard, 5200 Pavlikeni, Bulgaria

Tel: 0035 961 051 333

Fax: 0035 961 051 333

E-mail: obshtina@pavlikeni.bg

Web: www.pavlikeni.bg



Calarasi County Gendarmerie

No.3, Prelungirea Independentei Street, Calarasi, Romania

Telefon: 0040 242 317 771

Fax: 0040 242 318 368

E-mail: relatii_publice@jandarmeriacalarasi.ro

Web: www.jandarmeriacalarasi.ro

**"EFFICIENT MANAGEMENT IN EMERGENCY SITUATIONS IN THE CROSS-BORDER REGION CALARASI-VELIKO TARNOVO"
INTERREG V-A ROMANIA-BULGARIA PROGRAMME
ERDF: 807,329.52 EUR**

Publisher: Calarasi County Gendarmerie

Date of publishing: december 2023

The content of this material does not necessarily represent the official position of the European Union