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ROMANIAN CIVIL PROTECTION FROM THE PERSPECTIVE OF NATO CRISIS RESPONSE MEASURES

Abstract:

Civil protection activity is of national interest. Implementation of civil protection measures and actions represents an element to analyze and quantify the country good governance in peace time. The strategic objective of NATO Crisis Response Measures implementation in civil protection area is that of civil protection and consist in ensuring the continuity of constitutional functions by the Romanian State and increasing the national resilience in the context of civil protection situations occurrence, by protecting the population, respectively reducing social and economic effects. The responsibility of the civil protection system in the context of implementing NATO Crisis Response Measures needs to be seen and understood as a fundamental element of state functioning. The involvement of state structures in this area indicates the level of stability/instability of the national and regional security environment. The improvement of the Civil Protection national system should also be seen from the perspective of internal and international challenges. These can be addressed more effectively, with lower effects in terms of human and material costs, through a correct approach to addressing legislative gaps, eliminating relatively divergent and circumstantial approaches by the institutional form of certain strategic issues. In a complex geopolitical context for Romania, the

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correct approach to civil protection, which as a whole addresses the protection of the population in emergency, crisis or war situations, as well as the support to military structures involved in military actions or in fulfilling the responsibilities of the Host Nation Support, must represent a major concern for the highest political decision-makers, namely the supreme legislative body that is the Romanian Parliament.

Keywords:

civil protection, civil emergencies, NATO Crisis Response System, Civil Preparedness-related Crisis Response Measures, Baseline Requirements by Crisis Response Measures

Generalities on the civil emergency crisis

Civil protection is a component of the National System for Defence, Public Order and National Security, which includes all measures and activities adopted and carried out, in a unitary conception, by the authorities of the public administration, institutions and economic operators, as well as by the citizens, for the purpose to protect the population, goods, cultural values and the environment against the effects of emergencies, actions associated with the hybrid or asymmetrical threats, as well as armed conflicts, to reduce the risks of disasters, to ensure the conditions necessary for survival of the affected persons and restoring the normal state.

The civil protection activity is of national interest, it has a permanent character and is based on the fulfilment by the structures of the National Emergency Management System or, as the case may be, of the bodies set up within the National System for Defence, Public Order and National Security, of the obligations established by law and aiming, accordingly with their competencies, on prevention, preparation, response and restoration/rehabilitation.

In Romania, the structures of coordination and management of the intervention in the field of civil protection are activated in peace, crisis and war, being organized, equipped and prepared for civil protection situations.

In this context, the civil protection situation can be defined as an event determined by the occurrence of one or more emergency situations, disasters, actions/threats hybrid, asymmetrical or assimilated to terrorist activities, ballistic missile attacks or other means, as well as those determined by the military conflict and which require response actions to protect the population and reduce their effects.

Accordingly with United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), the crisis is defined from the perspective of the complex spectrum that the humanitarian assistance activity implies, as

follows “major dysfunctionality occurred in the vital social structures or a threat to the fundamental values and standards of the society”³.

In broad terms it can be considered that the collocation ‘internal crisis’ can include:

- a) the crisis in the field of public order (acts of terrorism, internal disorders, etc.);
- b) economical crisis (with effects in the financial-banking field, air, naval, rail and road transportation, severe effects in the agricultural field, such as prolonged drought, invasions of pests, etc., as well as severe damage to the population’s health);
- c) disasters (major emergencies caused by technological accidents or natural phenomena such as earthquakes, floods, landslides). In this regard, the main types of crises that, in a certain context and pending on magnitude and intensity, can be determined by the occurrence of emergencies (disasters) are highlighted in Appendix no. 1;
- d) military crisis (with effects in the field of national defence).

Generally speaking, the crisis designates a threat to the organizational existence that produces a breakdown of the previous dynamics and balances, entails the disintegration of the respective system with unpredictable consequences.

In this regard, Charles Hermann, stated that ‘a crisis’ is a situation that:

- a) “threatens net priority objectives of the decision-making unit;
- b) reduces the timely response time before the decision can be turned into action;
- c) surprises the members of the decision-making unit by its appearance”⁴.

In Romania, pending on the nature and the impact on national security, the following institutions with coordination role and associated systems for response have been identified⁵:

- a) The Ministry of National Defence for the National System of Defence;
- b) The Romanian Intelligence Service for the National System for the Prevention and Counter-Terrorism;
- c) The Ministry of Internal Affairs for the System of Public Order;
- d) The Ministry of Internal Affairs, through the Department for Emergency Situations and the General Inspectorate for Emergency Situations, for the National Emergency Management System.

At national level, the management of crisis situations is an integral part of the activity aimed to achieve the national security and it is performed gradually, depending on their nature, extent, complexity, intensity and effects, the entire

³ *NATO Handbook*, 2001, <<https://www.nato.int/docu/handbook/2001/index.htm>>, (30.06.2020).

⁴ C. F. Hermann, *Crisis in Foreign Policy*, Indianapolis 1969.

⁵ V. Roșca, *The National Military Centre for Command, Integrated Crisis Management - a necessity of the national security assurance process*, Bucharest 2007.

process being led by national authorities with responsibilities in the field of security and defence⁶.

Starting from the above mentioned, it results the requirement that any state must create structures of leadership, execution and support responsible for counteracting the effects of crises that can affect national security.

Thus, NATO defined “crisis management as a process of bringing the created situation under the control of managers, in order to prevent or acceptably resolve emergency situations that may have significant implications for national security, economic well-being, population safety or maintaining order”⁷.

In the field of national security, we consider that the crisis of civil emergencies nature means “the worsening of a national or international situation (economic, political, social, etc.), which can no longer be regulated by the means commonly used and requires a wide range of interventions, under special conditions”⁸.

The general objectives of crisis management are:

- a) preparing the components enabled in ensuring the response, so that they can act efficiently at the types of crisis for which they have managerial competences;
- b) adopting measures and actions to reduce the factors that may cause the crisis to occur;
- c) gradual and pro-active intervention, so as to prevent the reaching of high thresholds.

One of the biggest risks from a managerial point of view is the existence of a trend to not assume responsibility and to tacitly pass some attributions to other persons or similar structures.

According to the specialty literature, there are several types of crises and their characteristic aspects are identified as follows:

- a) they are inevitable and appear periodically, without being cyclical, but there is the possibility of diminishing the risk of occurrence;
- b) the ‘cost-benefit’ principle does not work;
- c) common response methods are ineffective in such situations.

Both decision-makers and execution staff responsibility is first of all to notice the moment, the threshold when a such state of abnormality jeopardizes the state’s existence and becomes, in other words, a direct or indirect threat to the national security.

⁶ C. Bratu, *Streamlining the actions of structures with attributions in the field of emergency situations for preventing and counteracting the surprise in case of special events*, PHD thesis, National Defense University, Bucharest 2013, p. 96.

⁷ N. Steiner, *Crisis Management and critical infrastructure protection*, Bucharest 2010.

⁸ C. Bratu, *Management of specialized structures for preventing and counteracting surprise in emergencies*, “Scientific Research Report”, No. 3, National Defense University, Bucharest 2010, p. 7.

Planning of the specific actions to implement the National Concepts and Response Plans aimed to protect the population before, during and after the manifestation of military or civil emergency crises represent objectives with strategic impact.

In peace time, the implementation of civil protection measures and actions constitutes an element of analysis and quantification of the country's good governance.

“In this context, we consider that the decision-makers and the experts providing specialty technical support are required to have the wisdom to ‘borrow’ and ‘adapt’ existing models that can be fitted to the national specific and the systemic change to significant, based on an elaborate analysis and not just for the sake of change”⁹.

Conceptual elements related to the NATO Crisis Response Measures implementation in the field of civil emergencies

The strategic missions of the civil protection are based on the objectives of the policy in the field, its priorities, the strategic principles, the decisions of the competent governing bodies, as well as the evolution of the internal and international security environment.

Based on the state of the security environment, the missions are grouped as follows:

- a) in peace time (under normality or disasters circumstances that do not require the state of emergency to be established);
- b) in crisis situations generated by disasters, which require the state of emergency or alert to be established or, as the case may be, other situations requiring actions specific to the civil protection/emergency situation;
- c) in war time.

In Romania, The General Inspectorate for Emergency Situations as component of the National Emergency Management System is part of the protection forces belonging to the National System for Security and Defence.

Although at present the risk of military confrontation remains quite low, still there are non-military and military risks that are difficult to predict and appreciate and could evolve into threats.

From the civil protection perspective, there are situations that may be associated to the non-military risks, such as natural and/or technological disasters, but also to complementary actions aimed to support national or foreign military structures.

The natural risks encompass all dangerous natural phenomena during which the state parameters can be manifested in variable limits of instability from normal to danger, caused by earth (earthquakes, landslides, avalanches), water

⁹ C. Bratu, *Streamlining the actions of structures...*, *op. cit.*, p. 150.

(floods, heavy snowfalls), air (storms, hurricanes, typhoons), temperature variations (frost, drought, heat waves), other unforeseen events (epidemics, epizootics, chemical accidents, radiological emergencies).

Technological risks encompass all the events caused by involuntary or intentional human action, which determine the infrastructure elements to operate within limits from normal to dangerous till disasters with destructive effects on the safety of citizens, goods, heritage values.

Natural and technological risks may or may not occur independently of certain actions of military types or associated with and can be:

- a) transnational (due to their evolution threatens the territory of two or more states);
- b) zonal (threatens the territory of two or more counties);
- c) county level (threatens the territory of a single county).

Consequences of the military and non-military risks to the individual and collective security of the Romanian citizens can severely affect the response capacity by diminishing the human, technical, material and financial resources. Also, the sharp decrease in the standard of living and the confidence of the citizens in state's institutions with decisional role in the field of national security may appear as consequences.

In order to mitigate the effects of risks that can generate crises, steady and timely measures are needed. Their postponement will increase the number and manifestation forms of risks and increase the cost of future actions. To respond adequately to the full range of risks, it is necessary to have the necessary forces and means in due time, at a high level of reaction capacity.

To this end, in order to fulfil its specific missions based on the national command authorities decision, the civil protection structures will cooperate with the other elements of the system for defence, public order and national security specialized in countering the categories of risks specific to the national territory or those from Romania's area of interest, which may affect us.

From the perspective of civil protection, the NATO Crisis Response System (NCRS) has the role to ensure the Alliance intervention and support in prevention of crises and conflicts and in the management of crises occurred in the whole range of Art. 5 and non-Art. 5 operations. Related to this general framework, we consider relevant to highlight the priority of the objective aimed at supporting national authorities in civil emergency situations, including the protection of population against the effects of mass destruction weapons (WMD).

From a broader perspective, the protection of population against weapons of mass destruction (WMD) must be correlated including with (CBRN) Emissions other than Attack. Emissions other than Attack can be determined by the occurrence of CBRN type events at economical objectives with effects on population or, as the case may be, existing structures in the emergency planning area.

The NATO Crisis Response System (NCRS) can be used in any phase of a crisis, but especially in the initial evolution period of the situation or in managing the consequences immediately after a sudden event or attack¹⁰. That is why it is of utmost importance for national authorities and NATO to be notified from the earliest stage of risks or threats evolution that could have impact on the Alliance security interests.

From the perspective of IGSU as a national authority in the field of civil protection, disaster response operations involve three phases, as follows:

- a) preparation;
- b) disaster response;
- c) rehabilitation or recovery.

In the preparation phase, it has to be considered that the capacity for immediate or rapid operationalization of intervention forces and means is the success factor in disaster response operations. So, in order to shorten the response time, the Inventory with National Capabilities for Response to Civil and Military Events, including those that can be made available by each nation for Alliance operations, must be known.

Related to the response phase, it should be taken into account that, as the implementation of the consequences management measures is the responsibility of the national civil authorities, the following principles are to be observed:

- a) the Alliance does not lead the operations conducted on states territory. However it can identify the necessary resources for a country, based on mandates existing and stipulated in the Civil Capabilities Catalogue – CCC. In Romania, in particular, for the conduct of response operations to emergency situations, the Register of Capabilities (document elaborated on the basis of HGR 557/2016 regarding the management of risk types) is established in the field of civil;
- b) the use of Weapons of Mass Destruction (WMD) can have devastating effects not only on the Alliance's population and infrastructure, but also on NATO-deployed forces/NATO-led forces. It is known that they have reduced capabilities to support consequences management measures and, as a result, missions need to be revised and existing resources need to be supplemented.

The rehabilitation/recovery phase assumes that once the support activities have reached their purpose, actions undertaken by the nation in whose territory the incident occurred will be aimed at saving human lives, recovering assets and infrastructure rebuilding.

The NATO Civil Emergency Planning Committee (NATO CEPC) implements measures aimed to increase the nations' level of preparedness as follows:

¹⁰ Romanian Ministry of National Defense, *General Staff, NATO Crisis Response Manual*, 2013, p. 11.

- a) coordination of national capabilities and strengthening relationship with other international organizations;
- b) development of cooperation between civil and military structures: information exchange, cooperation in the field of using the CBRN expertise, resources and warning, as well as identifying potential consequences;
- c) identification of all military elements that can support civil authorities and vice versa, for consequences management;
- d) establishment of general specifications or minimum standards regarding the planning, training, procedures for use of the equipment made available by nations;
- e) development of regional capabilities to provide medical, pharmaceutical and other equipment support¹¹.

As the field of civil protection is concerned, in Romania, the implementation of NATO Crisis Response Measures implies actions and measures undertaken by the components of the National Emergency Management System or, as the case may be, of the System for Defence, Public Order and National Security.

NATO Crisis Response Measures implementation, from the perspective of the civil protection and national defence, implies adoption of measures and actions at national level that may require, according to the law, the establishment of exceptional measures, as follows:

- a) partial or total mobilization, according to the Law no 355/2009 regarding the regime of armed forces partial or total mobilization state or of the state of war;
- b) state of siege or state of emergency, according to the Government Emergency Ordinance no 1/1999 regarding the state of siege and the state of emergency;
- c) State of alert, according to the Government Emergency Ordinance no 21/2004 regarding the National Emergency Management System with the subsequent modifications and completions (Government Emergency Ordinance no 1/2014 and Government Emergency Ordinance no 89/2014), respectively to the Law no 481/2004 regarding the Civil Protection with the subsequent modifications and completions.

From the perspective of civil protection measures and actions, the implementation of NATO Crisis Response Measures can be adopted as follows:

- a) at NATO request, based on the geopolitical context and the information held at this level;
- b) as measures adopted by the national authorities, based on the existing operational situation.

¹¹ *Project of Romanian civil protection law, 2019* (In the Romanian Parliament since 02.03.2020).

It should be noted that regarding the adoption or the stage of adoption of measures in the field of civil emergency, the national procedure foresees NATO notification by The General Inspectorate for Emergency Situations as national point of contact in the field of civil emergencies.

From a geopolitical perspective, in Romania, the implementation of NATO crisis response measures can be considered beforehand or after the following situations have occurred¹²:

- a) incidents in peace time;
- b) terrorist attacks;
- c) interrupting or hindering the information exchange in electronic format with limitation of the situation knowledge as effects;
- d) use of weapons of mass destruction;
- e) aggression directed at the territory of NATO member countries or adjacent areas;
- f) destruction or deterioration of NATO critical infrastructure.

In many cases, the civil emergency crisis is generated by a civil protection situation generated by a major risk whose effects threaten the life and health of population, the environment, material and cultural values. The civil emergency crisis can occur in the following situations:

- a) severe deterioration of the public order climate, including due to acts of terrorism, internal disturbances, etc;
- b) deterioration of the economic climate with effects in the financial-banking area, air, naval, rail and road transportation, severe effects in the agricultural field, such as prolonged drought, invasions of pests, etc., as well as serious damage to the population's health;
- c) the production of major disasters/emergency situations caused by technological accidents or by natural phenomena such as earthquakes, floods, landslides;
- d) migration phenomena or population uncontrolled movements in the context of disasters or military actions with effects on the economic and social activity;
- e) conducting on the national territory or its proximity of military conflicts with effects on the economic and social activity;
- f) carrying out actions associated to hybrid warfare on the national territory¹³.

In this context, the adoption/implementation of a crisis response measure in the field of civil emergency usually involves the following steps:

- a) the prompt and unrestricted exchange of indices, warnings and information or, as the case may be, capitalization of other information

¹² Romanian Ministry of National Defense, *General Staff, NATO Crisis Response Manual*, 2013, Annex C.

¹³ *Project of Romanian civil protection law...*, *op. cit.*

and requests/requirements for information formally addressed by allies or partners;

- b) the analysis of the operative situation, conducting a general evaluation, updated regularly, of the evolving or potential crisis situation;
- c) development of response options/concept of action by establishing: goals; objectives; end state as a result of measures and actions at national/regional level, as well as of limitations and constraints;
- d) elaboration of plans for action, according to the concept of action in place and the forces and means necessary to be engaged;
- e) implementation of plans for action simultaneously with their updating/adjustment based on the existing operational situation/received requests¹⁴.

In order to participate in ensuring the measures and actions allocated to the structures with responsibilities in the field of civil protection and in particular to the General Inspectorate for Emergency Situations, the following will be considered:

- a) assessment of vulnerabilities, threats and risks in the field of emergency/civil protection situations;
- b) gradual lifting of the operational capacity of structures and establishment of intervention groups, in order to provide an optimum and firm response to any type of vulnerabilities, threats and risks;
- c) participation, in the context of conducting defence actions or, as the case may be, of public order, into missions in the field of managing the consequences of terrorist events;
- d) conducting the response actions at national level in relation to the risk produced and the operative situation evolution, until the ‘state of siege’ establishment;
- e) intensification of the missions within the competence simultaneously with the accomplishment of the tasks allocated by the decree establishing the ‘state of siege’;
- f) ensuring the decision support during the operationalization of structures set up/existent when the ‘state of mobilization’ is declared;
- g) increasing the capacity of intervention to support the defence effort when the ‘state of mobilization’ or ‘state of war’ is declared.

It is noteworthy that, at the same time with managing the operational situation in the field of civil protection, the components of the National Emergency Management System have responsibilities to attend in preparation and commissioning of facilities designated to receive and facilitate the allied support.

Into this context, the followings can be considered:

¹⁴ Romanian Ministry of National Defense, *General Staff, NATO Crisis Response Manual*, 2013, section II – NATO Crisis Management Process.

- a) contribution to staffing the Coordination Centre for the Host Nation Support in order to plan, organize and coordinate the support of host-nation during the entry, stationing, conducting operations and transiting the Romanian territory by foreign armed forces, at the establishment of state of emergency, siege, mobilization or war;
- b) support measures to limit the effects of emergency situations in areas/sectors within the depths of combat lines, including measures and actions aimed to prevent and extinguish fire or emergency medical support;
- c) support according to the existing operational situation for measures and actions of emergency medical care during the transit of the national territory, as well as for measures and actions of CBRN reconnaissance and decontamination;
- d) specialized technical support provided by the General Inspectorate for Emergency Situations experts regarding the management of emergency situations affecting the deployment areas/sectors of units.

The strategic objective of implementing the NATO Crisis Response Measures in the field of civil emergencies is that of civil protection and consists in ensuring the continuity of exercise the constitutional functions by the Romanian state and increasing the national resilience in the context of civil protection situations, by protecting population and reducing the social and economic effects, respectively.

The specific objectives for the implementation of NATO Crisis Response Measures in the field of civil emergencies, must ensure immediate protection of the population, forces, civil and military capabilities, critical infrastructure elements (key infrastructure), by:

- a) issuing the warning to all relevant organizations;
- b) implementing the protection plans elaborated by authorities, for the good functioning of the essential services;
- c) strengthening the protection of vital communications and information systems and intensifying civil-military cooperation in this area;
- d) implementation of plans for protection of vulnerable vital infrastructure, such as water supply, electricity and important/essential means of transportation;
- e) implementation of plans for protection of civilians at CBRN notifications and warnings, protection and decontamination;
- f) maintaining the rapid reaction capacity of the intervention services for unforeseen events;
- g) preparing for mass evacuations and refugees sheltering;
- h) timely implementation of the national legislation provisions regarding unforeseen exceptional situations.

The specific objectives for implementing the NATO Crisis Response Measures are achieved through:

- a) ensuring the continuity of management at all levels. In this context, an important factor of the crisis management process efficiency is given by the quality of the information flow from the civil and military structures, which can have major implications on the response reaction opportunity, requiring consequently the integration of all these institutions in an adequate system;
- b) providing the human, material and financial resources necessary for the response in civil protection situations, with an emphasis on those of special magnitude and long duration of manifestation;
- c) providing the capabilities of civil communications, notification, alarming and warning, necessary for sending information and messages in short time;
- d) correlating the organization, operation, endowment and financing of the intervention structures with the national needs of ensuring the current interventions, as well as with the need to manage major events with multiple victims and significant material damages, including those that require the management of population uncontrolled movements;
- e) organizing long-term response actions in complex situations caused by severe damaging of critical infrastructure such as: energy system, civil communications and transportation;
- f) providing population protection through evacuation, sheltering and medical care, while ensuring the minimum living conditions by making available goods and supplies of first necessity, including water and food, and by returning in short time to a provisional state of normality, in all civil protection situations;
- g) ensuring the conditions needed for the manoeuvre of intervention forces and means, as well as for the population movement.

According to the NATO Crisis Response System Manual, the Civil Preparedness-related Crisis Response Measures are:

- a) assured continuity of government and critical government services;
- b) resilient energy supplies;
- c) ability to deal effectively with uncontrolled movement of people;
- d) resilient food and water resources;
- e) ability to deal with mass casualties;
- f) resilient civil communications;
- g) resilient civil transportation system;
- h) civil preparedness related measure covering protection against CBRN threats/incidents¹⁵.

Thus, it can be stated that, from the perspective of civil protection, in implementing NATO crisis response measures, the state still remains the reference entity in the initiative to identify risk factors, measures and response actions. The state structures capacity of involvement in this area indicates the

¹⁵ *Project of Romanian civil protection law..., op. cit.*

level of stability/instability of the security environment at national and regional level.

Details of the main actions related to the resilience seven baseline requirements

Even in the absence of a unanimously accepted definition, resilience is generally understood as „the ability of a community, service, domain or infrastructure to detect, prevent and, if necessary, to resist, to deal and to recover after disturbing challenges”¹⁶. The resilience does not only refer to physical entities – services or infrastructure – but also to society, in general; this highlights the ability of an organization to either continue to operate under severe condition or to recover as soon as possible after a syncope or delay¹⁷.

NATO Crisis Response Measures target three levels:

- a) requirements specific to the military sector;
- b) requirements specific to the military and civil sectors;
- c) requirements specific to the civil sector.

From the civil protection perspective, the resilience baseline requirements or the Civil Preparedness-related Crisis Response Measures require the involvement of all the authorized structures of the Romanian state in an integrated set of response actions through the National Emergency Management System.

Thus, depending on the requirement, we can consider decision-making and execution structures belonging to the Government, the services and public ministry, as well as the county and local levels or, as the case may be, even NGOs.

In fact, these organizational entities usually act under the coordination of the Prime Minister, as the head of civil protection, respectively of the ministers, prefects and mayors as financial managers and leaders of the technical-operational structures with responsibilities in the field of civil protection.

The complexity of implementing the actions in this context is determined by the existence of limited resources in time and space, but also by the definition of a higher number of priorities than those considered in normal situations.

a) Assured continuity of government and critical government services

The continuity of government and critical government services is referring to the capacity of the Romanian state to exercise its constitutional functions

¹⁶ According to the definition in the *U. K. Civil Protection Lexicon*, version 2.1.1, <<https://www.gov.uk/government/publications/emergency-res.1.ponderinteroperability-lexicon>> (30.06.2020).

¹⁷ G. Lasconjaris, *Discouragement through resilience. NATO, nations and challenges related to being prepared*, “Romanian Military Thinking”, No. 3/2018.

through the bodies empowered to lead at strategic, operational and tactical level in situations that require the activation of National Emergency Management System, System for Defence, Public Order and National Security or, as the case may be, of the National System for Prevention and Counter-Terrorism components.

The continuity of government and critical government services assume the involvement of all strategic management structures associated to the Presidency, the Parliament, the Government and the other central institutions that are coordinated by the Romanian Parliament.

The continuity of government and critical government services mainly involves:

- a) establishing the line of succession and delegation of competences as well regulation through higher level normative acts, organization and functioning regulations or, as the case may be, procedures, concepts and plans of action;
- b) identification of all the normative acts of higher level, the treaties, the agreements, which regulate obligations and indebtedness of the Romanian state in accordance with the status of NATO, EU, UN member state; with special emphasis on the fundamental areas: national defence, public order and security, emergency situations, prevention and combating terrorism, communications and information technology, transportation, critical infrastructure;
- c) ensure the necessary conditions for the fulfilment of the essential functions of the Parliament;
- d) providing essential government functions with an emphasis on: command-control function under the prime minister authority through the empowered authorities acting as subordinates or under the authority of the Government;
- e) coordination between different structures of the government apparatus and central and local public administration authorities with the component authorities of National Emergency Management System, System for Defence, Public Order and National Security or, as the case may be, of the National System for Prevention and Counter-Terrorism through participation, according to the competences, in the strategic and tactical management bodies.
- f) ensuring communications between the operational/operative centres at all levels through communications equipment and communications systems integrating means provided by the Special Telecommunications Service, the encrypted communications systems of the Ministry of Defence and the Ministry of Internal Affairs, respectively the commercial communications means;
- g) establishing and arranging the basic and reserve command points, respectively the places of conducting the essential activities for the central and local structures, components of the National Emergency

Management System, System for Defence, Public Order and National Security, National System for Prevention and Counter-Terrorism;

- h) ensuring the geographical separation in the line of succession to the command at the level of structures with critical responsibilities in the strategic decision-making process.

It can be concluded that the aspects concerning the Continuity of Government and Critical Government Services should be regarded as measures that are implemented by all institutions at strategic, tactical and operational level.

In this context, the main measures and actions are general in nature but are applicable in particular, depending on the specificity of each institution.

b) Resilient energy resources

NATO crisis response measure - Resilient energy resources - means providing by the state of the energy resources needed to supply the strategic institutions/economic operators or institutions of vital importance, the population and other economic operators, through the Ministry of Energy, which represent the regulatory body in the domain.

The national energy system represents a framework of installations organized and interconnected in a unitary concept, for the purpose of producing, transporting and distributing the electrical and thermal energy on the national territory. These installations and equipment are designed for the energy supply of all economic, social sectors, as well as of the population.

The main elements of the National Energy System are: interconnected power plants, electric power networks and district heating networks (installed around district heating stations, for the transport and distribution of heat at relatively short distances).

In critical situations, to provide energy resources, cooperation within the National Emergency Management System will be ensured through the involvement of the organizational entities that have the capacity to provide certain capacities of electricity supply, or, as the case may be, it provides the protection of some systems and installations of production and transportation, as follows: Ministry of Economy, Ministry of Internal Affairs, Ministry of National Defence, Ministry of Environment, Water and Forests.

Short-term energy security concerns the energy system resilience to shocks of energy supply, while long-term energy security is achieved through investments over time in the development and modernization of energy production and generation capacities, as well as strategic stocks. and in quality programs for critical infrastructure protection.

The assurance of resilient energy resources can be viewed from the point of view of the interdependence between the energy subsectors, respectively, 'electricity', 'gas' and 'thermal agent' on the one hand, as well as in the relation of the producer-distributor (user) on the other.

Energy resources can be essentially constituted in critical infrastructures, taking into account the following criteria:

- a) The geographical region in which are located versus the types of risk which may affect the transportation and supply of electricity or gas and the international, national territorial or local dimension;
- b) The criteria for assessing the degree of severity are: economic incidence; the impact on the public; the impact on the environment; addiction; political incidence;
- c) The effect in time, the time interval after which the consequences become major or serious. This criterion indicates when the degradation of the respective infrastructure can have a major incidence or a serious effect (immediately, after 24-48 hours, in a week or in a longer term).

In this context, institutions with responsibilities can have the following major priorities:

- a) developing/updating the Romanian Energy Strategy on medium and long term;
- b) provision of the normative and procedural framework for the application of the measures aimed at the safety and security of the National Power System, including in the fields aimed at ensuring strategic stocks or those for periods characterized by extreme temperatures (frost or, as the case may be, drought and heat);
- c) ensuring cyber security, for energy production, transportation and distribution systems in full correlation with good international practices in the field or European Directives (EU Directive of the European Parliament and of the Council no. 1148/2016 regarding a high common level of network and information systems security in the European Union.

c) The ability to deal effectively with the uncontrolled movement of people

The ability to deal effectively with the uncontrolled movement of people, includes measures and actions aimed at managing a population influx that exceeds 2% of the national population by achieving the general planning framework for preparing and conducting response actions in accordance with the functions of support that components of the National Emergency Management System/National System for Defence must accomplish.

The national institution responsible for managing the uncontrolled movements of people is the Ministry of Internal Affairs (MIA) through its own structure - the Department for Emergency Situations (DSU) and the structure empowered in ensuring/coordinating civil protection actions – The General Inspectorate for Emergency Situations (IGSU), which provides the national

coordination of all central and local public institutions within the National Emergency Management System.

The protective measures associated with the uncontrolled movement of people, are adopted to limit the loss of human lives and to ensure the continuity of the political and administrative leadership of the country. At the same time, the aim is to remove the population from the risk area as a result of disasters, actions associated with the manifestation of the hybrid war, or, as the case may be, from the military conflict area, in locations/areas that provide appropriate protection conditions.

The resources necessary to implement the protection measures associated with evacuation actions, as a result of the uncontrolled movement of people, are provided by both national and local authorities.

In this regard, the following main and associated actions have an essential role: prioritizing the transportation, providing the necessary resources for accommodation, feeding and providing health care, context in which certain actions will interfere with some of the measures and actions identified according to general requirements presented in the Resilience Guide for the areas of ensuring the continuity of government and critical government services, respectively energy, food and water resources, as well as managing multiple victims.

The assumptions that require the application of the National Concept on the efficient management of people uncontrolled movements, as a result of the own population movement in emergencies/armed conflict or, as the case may be, of an influx on the national territory of persons belonging to other states, are:

- a) the occurrence of emergencies/disasters on the national territory or, as the case may be, actions associated with the threat/manifestation of the hybrid war or acts of terrorism;
- b) conducting military actions on the national territory;
- c) the occurrence of emergency/disaster situations on the national territory, concurrently with the conduct of military actions;
- d) the occurrence of emergencies/disasters on the territory of a neighbouring state;
- e) uncontrolled movements of people belonging to neighbouring states or not neighbouring Romania, as a result of military and/or civil conflicts, social and economic crises or others like that.

d) Food and water resources

NATO crisis response measure - Food and water resources, involves the provision by the Romanian state of essential food resources, water resources, as well as the infrastructure related to their storage and protection in order to ensure basic food needs for the population affected by exceptional situations caused by disasters, economic and financial crisis, war, etc.

The provision of essential food resources and water resources is done through: Ministry of Internal Affairs/National Administration of State Stocks and Special Problems; Ministry of Agriculture; Ministry of Environment and Water; National Authority Sanitary – Veterinary and for Food Safety, Ministry for Public Works, Development and Administration; Ministry of Finance; county and local councils at the level of municipalities, cities and communes.

Among the essential food and water resources can be considered, according to the regulations in force, the following: bread, pasta, meat and meat products, milk, oil, potatoes, sugar, biscuits, cheese, canned of different types (meat, liver paste, fish, beans etc), different fresh/canned vegetables, food ingredients (oil, salt, berry, broth, flavours, spices and ingredients etc), plain water, mineral water, domestic water.

Based on that the above-mentioned resources are not always provided in the quantities and locations that can be easily reachable, the following major actions are required:

- a) analyzing and possibly updating the lists with types of food materials and the related quantities (types of food and weight/person) to be allocated in civil emergency situations;
- b) the judicious distribution of the warehouses in the territory taking into account elements of analysis and risk coverage in the field of civil emergencies and not only;
- c) concrete actions and plans for monitoring at local, regional and national level, of water sources pollution accidents/incidents (pollution accidents, accidental or intentional contamination, emissions and deposit of CBRN substances) in order to notify in real-time the population exposed to the acute risk of adverse effects, but also for rapid assurance of the minimum quantities of drinking and household water needed.

e) Ability to cope with mass casualties Medical Support

Medical assistance in civil protection situations that involves mass casualties is aimed at regulating, organizing and coordinating all structures with competences in the field of health in order to carry out measures and actions to protect the health of the affected population or possibly to be affected by them.

Providing health care in situations involving mass accidents is a responsibility of the public and private sectors in the health field.

The Ministry of Health and the Ministry of Internal Affairs, together with the other central and local structures that own medical capabilities of all kinds, elaborate and approve by common order a unitary concept regarding the provision of medical assistance in civil protection situations.

In this context, taking into account elements of analysis and risk coverage in the field of civil emergencies with multiple victims and not

only, it is necessary to modify/amend the legislation so that materials, equipment and medicines can be provided. The following areas of interest can be considered:

- a) Disaster management with multiple victims, including burns and contamination, which requires a specialized medical response, triage and treatment of burn patients or, as the case may be, contaminated/intoxicated;
- b) integrated management of response in major emergencies and ensuring the stocks of medical equipment and materials distributed in warehouses at regional/zonal level;
- c) the establishment, in territorial profile, of quantities of stocks for certain categories of antidotes, including the type of those used in small and very small quantities;
- d) the revision of the hospitalization capacity and the mechanisms for increasing the hospitalization capacities, in order to ensure continuity and functioning in such situations.

The main responsibilities of the health structures for carrying out specific measures and actions in civil protection situations are:

- a) organization for the purpose of providing medical assistance in case of civil protection situations;
- b) training the medical structures personnel for the elaboration of specialized analyzes and prognoses for the quickest estimation of the number of victims and the intervention in civil protection situations;
- c) maintenance and development of the medical intervention network in civil protection situations;
- d) identification of solutions for relocation and extension of hospitalization capacities as needed;
- e) establishing the framework for the implementation of the prophylaxis measures of the irradiation disease, the national norms of radiation protection of population and those regarding the CBRN contamination control of food, water, air and soil.

The special sanitary-hygienic and prophylactic measures to be applied are:

- a) carrying out the sanitary-epidemic control;
- b) strictly observance of the rules of personal and collective hygiene, use of food and drinking water;
- c) carrying out of biological decontamination of the rooms and clothing, if this measure is justified;
- d) administration of the specific prophylaxis means that increase the staff's resistance to the effect of biological means (prophylactic vaccination of the intervention personnel);
- e) evacuation and isolation of the patients, as well as the isolation and supervision of the persons with whom they came into contact;

- f) the establishment of the quarantine status of localities and objectives on which territory epidemic outbreaks were registered.

f) Resilient civil communications systems

The communication and information technology systems are found in all the critical systems of the state, starting with the national defence and security, energy, transportation, health, the industrial sector, the private sector, etc.

In the top military field there is the C4ISR concept which involves Command-Control-Communications-Computers-Information-Surveillance-Reconnaissance/Research.

This concept interferes at the strategic level with the vital components of the state functioning, among them being: the components of the National System for Defence, Public Order and National Security, the energy system, the transportation and communications system, etc.

In order to increase the resilience of information and communications systems that support national defence and security interests, it is necessary:

- a) to ensure and modernize the communication and information technology systems to ensure the decisional information flow between operational/operative centres;
- b) to provide communications systems that take over the flow of information if the basic ones do not work;
- c) to ensure communications for the population;
- d) to develop cyber defence capabilities for command-control systems and for the civilian ones and to identify the mechanisms for returning to the state of normality after sophisticated cyber threats;
- e) to develop the strategic planning framework in the field of cyber defence in order to protect the networks simultaneously with managing the risk of cyber attack, to improve the threats analysis and the exchange of information in the field;
- f) to ensure and develop communication systems through the use of high security products;
- g) to elaborate and implement security standards in the field of communications and information technology systems.

The main responsibilities of the structures with competences in the field of civil communications, in civil protection situations, are:

- a) to ensure civil communications for the population and, above all, for the civil protection management structures;
- b) to identify and provide, according to the needs, of the technical and procedural arrangements that allow the functioning of the communications for the management and intervention structures in civil protection situations;

- c) to provide, according to the civil protection situation, the protection measures for the civil communications services and the related infrastructure.

g) Resistant civil transport system

Transport is a strategic sector of the economy, which directly affects the everyday life of all citizens. Fully interconnected and sustainable transport networks represent a desire of national authorities in the context in which transport services provide jobs but also support for the population and the goods that have to move from one point to another.

Rail and road transport account for the bulk of passenger and freight transport in terms of volume.

Providing mobility in normal situations but especially in exceptional situations, such as crisis situations, can be key points for ensuring resilience in the field of transportation.

In this context, it may be envisaged to provide transport within the localities, as well as those outside the localities.

Being 'resilient' in the field of transportation implies:

- a) ensurance of the road, rail, naval and air transport infrastructure according to the expected movement dynamics and correlated with the geopolitical space in which our country is located;
- b) ensurance/development of the transportation network according to the need for sustainable development of the territory in conjunction with the 'casting' ways for the main road and rail transport routes;
- c) adequate maintenance of road, rail, air and naval infrastructure;
- d) provision of alternative sources of electricity for transport networks, such as trains, metro or tram and trolley buses, but also points of coordination of air traffic. Thus, the provision of alternative electricity supply must ensure the functioning of the means of transport in the event of disasters, accidents or damage or, as the case may be, terrorist attacks or bombings;
- e) ensurance of the movement supervision and control for air, land and road transport or, as the case may be, for river and maritime transport;
- f) provision of fast service for failed/damaged means;
- g) the capacity of territorial mobility of the terrestrial, air or maritime transportation means to ensure the necessary number of means in the places or sectors of interest;
- h) the ability to have transport means in reserve that can be used in case of need or that can be adapted to the needs of persons or materials;
- i) the development of multimodal transport, which means the use of different modes of transport during the same journey.

Resilience in the field of transportation can also be ensured by organizing based on priorities of the essential transport activity on the routes where

transport meets the security conditions, such as European transport corridors 4 and 7 and the internal highways, as important territorial objectives for the system of national defence. In this context, we must consider:

- a) regulating and organizing land, naval and air transport, by involving the regulatory, coordination and control authorities, as well as economic operators in the field, so as to ensure the transport of personnel and means of intervention to the areas affected by civil protection situations, as well as evacuation of people and certain categories of goods, according to the concept and plans elaborated for this purpose, in parallel with providing transportation for the civilian population and economic operators;
- b) identifying measures and actions aimed at securing the means of transport reserves and establishing the transport schedules;
- c) establishing the legal and procedural framework to restrict the transportation for civilian population, in the context of the imminence or production of civil protection situations;
- d) organizing protection of the transport system, mainly for the elements of national, regional and county interest.

h) Civil preparation measures covering protection against CBRN threats/incidents

CBRN events that may affect the population may be:

- a) Military actions during which nuclear, chemical or biological ammunitions are used with direct/indirect effects on the civilian population;
- b) Terrorist actions using CBRN means/agents or against CBRN risk source objectives;
- c) Actions associated with hybrid warfare that may result in contamination of environmental factors with direct effect on the population;
- d) Events, incidents or accidents at CBRN risk source installations;
- e) Road accidents involving CBRN substances;
- f) Outbreak of epidemics or, as the case may be, pandemics.

The concept of CBRN protection is based on three general principles, which specifically address the risks created as a result of CBRN incidents:

- a) avoiding contamination of the population, objectives of national/regional public interest or elements of the critical infrastructure;
- b) protection of the population, of the units/sub-units of intervention, materials and equipment;
- c) decontamination of the population, land, personnel and intervention techniques in order to restore the operational capacity of intervention.

CBRN protection requirements are:

- a) preventive actions by carrying out the risk analysis regarding CBRN threats;
- b) implementing the preventive measures in order to reduce the risks in the field of CBRN;
- c) monitoring of contamination and performing of decontamination;
- d) providing support functions during actions aimed to maintain public order;
- e) coordination of the categories of forces and specialized technical support for the restoration of affected areas.

The nuclear, radiological, chemical and biological protection of population is achieved by means of individual, collective protection or other specific technical and organizational measures, with priority in the risk areas.

Public institutions and economic agents that produce, transport, store or handle dangerous substances in quantities that could endanger the life and health of citizens organize and execute the control of radioactive, chemical and biological contamination of raw materials and products and carry out decontamination measures for their own personnel, land, buildings and machinery.

The means of individual protection of citizens are provided, at a cost or free of charge, according to the criteria developed by the General Inspectorate for Emergency Situations.

The CBRN reconnaissance is carried out in order to identify the potential sources of CBRN risk, the contaminated areas/sectors, to warn the intervention structures and the population about the contamination danger. CBRN reconnaissance can be carried out by air, land, naval, portable means of detection, in order to identify the presence of CBRN type substances and to establish the adequate protective measures.

At national level, the analysis and validation of information on radiological and chemical contamination caused by disasters or CBRN incidents is ensured through the CBRN Warning and Reporting System, which also ensures the exchange of data and information with the other components of the National System for Defence.

The decontamination consist in operations and special techniques performed by the emergency services, certain military units and economic agents.

In order to carry out the decontamination actions or incineration, in case of biological risk, the specialized intervention is performed by the structures empowered within the Ministry of Health, the Ministry of Environment, the Ministry of Transportation and the National Sanitary-Veterinary and Food Safety Authority, with the support from the National Emergency Management System components, local authorities and economic operators that caused the contamination.

Conclusion

The responsibility of the civil protection system in the context of NATO crisis response measures implementation must be seen and understood as a fundamental element of the state's functioning.

The streamline of the national system in the field of Civil Protection must also be considered from the perspective of internal and international challenges.

These can be tackled more efficiently, with lesser effects in terms of human and material costs, through a correct approach to solving legislative gaps, and elimination of the relatively divergent and circumstantially positions adopted at the institutional forums level on certain strategic issues.

In a complex geopolitical context, for Romania, where apart from the specific risks there are also interferences with the cross-border/global risks such as the proliferation of terrorism, hybrid actions, competition for the control of energy resources, progressive degradation of environmental factors with risk of major disasters, regional economic interdependence, the possible emergence of new "hot" or "frozen" conflicts requires a strongly patriotic approach of Romania's interests as a NATO and EU Member State.

The correct approach to the civil protection issue, which as a whole concerns the protection of people in emergency, crisis or war situations, but also support to the military structures involved in military operations or fulfilment of Host Nation Support related responsibilities, must be a major concern of the highest level political decision-makers, respectively of the supreme legislative forum that is the Parliament of Romania.

Appendix no 1

MAIN TYPES OF CRISIS THAT CAN BE DETERMINED BY EMERGENCY SITUATIONS (in a certain context, extent and intensity)

No	Type of risk	Associated risk	Economic crisis	Political crisis	Diplomatic crisis	Image crisis	Internal crisis (of system)	External crisis	Local crisis	National crisis	Regional crisis	Continental crisis
1.	Storms and blizzards	Blizzard					X		X			
2.		Storms-strong wind and/or massive rainfall					X		X			
3.		Hail falls					X		X			
4.	Floods	Floods cause by: -the overflow of water courses; -the sudden melting of snow;		X			X	X	X			

No	Type of risk	Associated risk	Economic crisis	Political crisis	Diplomatic crisis	Image crisis	Internal crisis (of system)	External crisis	Local crisis	National crisis	Regional crisis	Continental crisis
		-bottlenecks; -landslides; -slopes leakage										
5.		Floods cause by incidents, accidents or damages to the hydrotechnic constructions.		X			X	X	X			
6.		Floods caused by rising groundwater level.					X		X			
7.		Floods caused by sea storms					X		X			
8.	Massive snowfalls	Heavy snowfall		X			X	X	X			
9.		Blocking road and railways		X			X	X	X			
10.	Tornadoes			X			X		X			
11.	Droughts	Hydrological	X	X			X	X	X	X	X	
12.		Pedological	X	X			X	X	X	X	X	
13.	Extreme temperatures	Deposits of ice, chickpea, early or late frosts					X		X			
14.		Glazed frost					X		X			
15.		Ice bridges and dams					X		X			
16.		Ice bridges and dams on Danube River					X	X	X	X	X	
17.		Heat					X		X			
18.	Vegetation fires	Forest fires		X			X	X	X			
19.		Fires on grass and / or shrub vegetation					X		X			
20.		Fires on crops of grain		X			X		X			
21.	Avalanches					X	X		X			
22.	Landslides						X	X	X			
23.	Earthquakes		X				X	X	X	X	X	
24.	Accidents, breakdowns, explosions and fires in industry, including land collapses caused by mining or other technological activities		X	X		X	X		X			
25.	Accidents, damages, explosions and fires	Major accidents with implications on site				X	X		X			
26.		Major accidents with off-site implications	X			X	X	X	X			

No	Type of risk	Associated risk	Economic crisis	Political crisis	Diplomatic crisis	Image crisis	Internal crisis (of system)	External crisis	Local crisis	National crisis	Regional crisis	Continental crisis
27.	In transport and storage activities of dangerous products	Accidents with dangerous products during transport activity				X	X	X	X	X	X	
28.	Accidents, damages, explosions and fires in transport activities	terrestrial				X	X		X			
29.		aerial		X		X	X	X	X			
30.		naval				X	X		X			
31.		Railway tunnels				X	X		X			
32.		Road tunnels				X	X		X			
33.		subway		X		X	X		X			
34.		on cable				X	X		X			
35.	Accidents, damage, explosions, fires or other events in nuclear or radiological activities		X	X		X	X		X			
36.	Water pollution	Endangering human life, the aquatic environment and major water supply facilities		X		X	X		X			
37.		With major cross-border impact		X	X	X	X	X	X			
38.		Accidental pollution of watercourses		X		X	X		X			
39.		Marine pollution in the coastal area	X	X	X	X	X	X	X		X	
40.		Marine pollution	X	X	X	X	X	X	X		X	
41.	Construction, installation or arrangement collapses					X	X	X	X			
42.	Failure of public utilities	Major radio and television networks		X		X	X	X	X	X	X	
43.		Important communications and computer networks	X	X		X	X	X	X	X	X	
44.		Important electricity and gas networks	X	X	X	X	X		X	X	X	X
45.		Important thermal energy networks	X			X	X		X			

No	Type of risk	Associated risk	Economic crisis	Political crisis	Diplomatic crisis	Image crisis	Internal crisis (of system)	External crisis	Local crisis	National crisis	Regional crisis	Continental crisis
46.		Important water supply networks	X			X	X		X			
47.		Important sewage and purge networks for waste water and rainwater	X			X	X		X			
48.		Damage or other incidents that lead to the evacuation of debts, endangering the lives of people	X			X	X		X			
49.		Falling objects from the atmosphere and from the cosmos	X				X	X	X	X	X	
50.		Unexploded or inactivated ammunition left during military conflicts					X	X	X			
51.		Epidemics	X	X	X	X	X	X	X	X	X	X
52.		Epizootics/zoonoses	X	X	X	X	X	X	X	X	X	
53.		Radiological risk	X	X	X	X	X	X	X	X	X	
54.		Fires			X	X	X	X	X			
55.		Situations caused by the attack of harmful organisms on plants	X	X		X	X		X	X		

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