

***Driv***ing Innovation in Crisis Management for ***E***uropean ***R***esilience

**CZECH REPUBLIC**  
Policy, Legislation, Organisation, Procedures & Capabilities (PLOPC) in crisis management and disaster response

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Scope and limitations

This study serves as supporting information for further work within DRIVER.

Only limited time and budget has been available for this first general survey, which needs to be considered in terms of scope and completeness of the respective studies.

The author/s of this study is/are responsible for its content and quality.

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# Overview

In the Czech Republic, the Civil Emergency Planning (CEP) includes “planning, co-ordination and management precautions to ensure preparedness of the state to prevent and manage emergencies and crisis situations threatening the population, the running of the administration, the economy, to perform international security engagements as well as supporting the armed forces in case of state emergencies.” (UNISDR Europe 2013)

As an important part of the security system, the Crisis Management in Czech Republic includes the political sphere as well as the strategy of protecting of the population, finance and economy (Swedish Civil Contingencies Agency 2009). A clear division can be identified between the Ministry of the Environment, which is in charge for coordinating activities to achieve the goals of the Hyogo Framework for Action and the Ministry of the Interior as the primarily responsible for disaster risk reduction. Undoubtedly, two ministerial departments can be identified as the predominantly. On the one hand, the department of Security and Crisis Management at the Ministry of the Environment of the Czech Republic and on the other hand, the Department of International Relations at the Ministry of the Environment of the Czech Republic, which has been labelled as the second focal point. The CEP-system does not cover solely centralised protection approaches, but also processes of prevention planning, preparedness and consequence management at the level of municipalities. The Integrated Rescue System (IRS) is a core mechanism to apply the goals, defined by the Hyogo Framework of Action for the period 2005 – 2015. By coordinating several actors in several areas, especially, rescue and security forces at the level of the state and the local governments as well as legal entities and individuals, it is a main driver to ensure an efficient response to natural disasters. Chaired by the Fire Rescue Service, experts, technical staffs as well as Public Health Authorities have been involved in the system. As indicated by Bakken and Rhinard (2013), the military as a provider of relevant resources plays an important role within the IRS. The mobilisation of rescue forces and operational resources is organised by the operations and Information Centre of the IRS.

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## List of Abbreviations

|  |  |
| --- | --- |
| AMSR | Administrative of State Material Reserves |
| CM | Crisis Management |
| CEP | Civil Emergency Planning |
| CRC | Czech Red Cross |
| DRR | Disaster Risk Reduction |
| EAPC | Euro Atlantic Partnership Council |
| ECMWF | European Centre for Medium-Range Weather Forecasts |
| ECR | European Centre for the Regions |
| EIPA | European Institute of Public Administration European Centre for the Regions |
| ERCC | Emergency Response Coordination Centre |
| EU | European Union |
| EUMETNET | Network of European Meteorological Services |
| EUSF | European Union Solidarity Fund |
| GDP | Gross Domestic Product |
| ICPDR | International Commission for the Protection of the Danube River |
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| ICPDR | International Commission for the Protection of the Danube River |
| MoD | Ministry of Defence |
| MoI | Ministry of Interior |
| NATO | North Atlantic Treaty Organization |
| NMHS | National Meteorological and Hydrological Service |
| OECD | Organisation for Economic Co-operation and Development |
| SOP | Standard Operating Procedure |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNEP | United Nations Environment Programme |
| UNISDR | United Nations Office for Disaster Risk Reduction |
| UN-OCHA | United Nations Office for the Coordination of Humanitarian Affairs |
| UNS | Office for the protection of the Constitutional Order |
| USAR | Urban Search and Rescue |
| WHO | World Health Organisation |
| WMO | World Meteorological Organisation |

# Policy

According to the (European Commission 2014) the Czech Republic is a unitary state with a parliamentary system; the Parliament consisting of two houses – the Chamber of Deputies and the Senate. At the lower administrative level, the country is divided into 14 regions and the statutory City of Prague. This division has been in place since 2002, when the Reform of Territorial Administration took place and the counties were replaced by regions. The regions are further sub-divided into municipalities. The legislative and main administrative competences rest on the national level with respective ministries. The political system of the country is best described as a majoritarian democracy with some significant aspects of consensus democracy (European Commission 2014).

In line with (Bakken and Rhinard 2013) the civil security system is rather decentralized. Authority and responsibility for crisis preparation and response rest at the regional level. A state of danger can be declared by the regional council president for the whole region or its part, for a period of maximum 30 days when there is a natural disaster, ecological or industrial accident or if life, health or property of citizens is threatened. When a crisis cuts across the regions, the central government assumes responsibility.[[1]](#footnote-1) Up-scaling to a higher degree, then, is the *state of emergency* which is called by the government for a period of maximum 30 days. The reasons are the same as in the previous case, however, the scale of the disaster must be here “significant”. Typically, the state of emergency is declared when two or more regions are affected by a crisis (Bakken and Rhinard 2013).

|  |  |  |  |
| --- | --- | --- | --- |
| ***Administrative level*** | ***Crisis management authority*** | ***Consultative and advisory body*** | ***Crisis Management Centre*** |
| Centre | Government, the prime minister | National Security Council (esp. Committee for Civil Crisis Planning) | Central crisis staff |
| Region | Regional president (*hejtman*) | Security council of the region | Crisis staff of the region |
| Municipality with extended powers | Mayor (*starosta*) of the municipality with extended powers | Security council of the municipality with extended powers | Crisis staff of the municipality with extended powers |
| Municipality | Mayor (*starosta*) | - | Crisis staff of the municipality |

Table 25. Structure of Crisis Management in the Czech Republic. (Bakken and Rhinard 2013)

The Security Council is a permanent body.[[2]](#footnote-2) At the regional and municipal levels it consists of the representatives of the regional/ municipal office, basic bodies of the IRS, military and health bodies.

## Risk Assessment

According to Jelinek, Wood and Harvas (2007) the Czech Republic has no national multi-hazard risk assessment available to inform planning and developing decisions. Although an Agreement for national standards for multi hazard risk assessments does exist. Multi-hazard assessment has been done for some areas or cities but not at the level of the whole state. The main problem is that all measures have been developed for floods, which are a far more frequent disaster type. Much less has been done for other types of disasters which are occurring relatively rarely (Bakken and Rhinard 2013). The Council Directive 2008/114/EC establishes a procedure for the identification and designation of European critical infrastructures (“ECIs”), and a common approach to the assessment of the need to improve the protection[[3]](#footnote-3) of such infrastructures in order to contribute to the protection of people (The General Directorate of Fire Rescue Service of CR 2014).

The most frequent crises in the Czech Republic since its democratic transition in 1989 have been caused by extreme weather conditions, most notably by floods, but also through extreme temperature and storms. In the area of industrial and transportation disasters, the Czech Republic has witnessed only five such events since 1990. These were two explosions – one methane explosion in a coal mine in 1990 and one ammunition explosion in a Soviet army barracks in early 1991 (Bakken and Rhinard 2013).

Table 26 provides an overview of crises between 1990 and 2014 and the number of persons killed, injured, and affected, according to the available data from EM-DAT (2014).





Table 26. List of Crisis between 1990-2014 according to EM-DAT.

1. Natural hazards

An instructive example for Natural hazards is the flood of 2002 which were the most severe ones in the country’s modern history. According to the International Federation of Red Cross and Red Cresent Societies (2012) in mid-July 2002, the meteorological situation was unfavourable, accompanied by intense torrential rains, especially in the Blansko District and the South Bohemia Region. The IRS was used, large numbers of persons had to be evacuated (1,500 people were evacuated, approximately 100 people were rescued). Since 1998, floods have caused some 700 fatalities in Europe, the displacement of about half a million people and at least 25 billion Euros in insured economic losses. The floods in central Europe cannot be regarded as caused by climate change, but the probability of flooding is estimated to increase as a result of climate change.[[4]](#footnote-4) 

Figure 83: Risk areas of flooding in the Czech Republic according to Red Cross Czech republic (Red Cross EU Office)

Weather conditions indicate phenomena that, in accordance with present understanding, would be caused by climate change (Red Cross EU Office). Figure 1 illustrates the affected Regions the Czech Republic by Floods.

Studies on small-forested catchments showed that annual runoff is projected to decline in 2071–2100 compared to 1967–1990 by 10 to 30%.[[5]](#footnote-5) Impacts on the distribution of monthly flow are projected to be significant, with summer– autumn decreases of 30 to 95%, and winter increases of up to 40%. Mean daily flows are estimated to decrease by 70% from August to November. These results are based on 2 general circulation models, downscaled using 3 regional climate models under two emission scenarios, in combination with a hydrological model (Centre for Climate Adaption). According to ICPDR (2013), due to country location inthe upper parts of the international river basins, as well as due to hydrological and geomorphological characteristics, people suffered in the past mainly from fluvial and flash floods caused by long and/or intense precipitation.

However, the diversity of terrain in the Czech Republic, dominated by low mountains and highlands excludes large-scale flooding.

According to Jelinek et al. (2007) all countries, except the Czech Republic, have national or regional coverage of flood hazard maps. In the Czech Republic are only Provincial maps with the periodicity of floods 5, 20 and 100 year available. Figue 2 shows an example of a provicial map on flood hazard.



Figure 84. Map sheet of the flood plain from the Svitanka River, Czech Republic from Jelinek et al. (2007)

1. Technological hazards

According to Bakken & Rhinard (2013), the Czech Republic has witnessed in the area of industrial and transportation disasters only five such events since 1990. These were two explosions – one methane explosion in a coal mine in 1990 and one ammunition explosion in a Soviet army barracks in early 1991. Furthermore, there were two railway accidents in 1995 and 2008 and a bus crash in 2003. (Bakken and Rhinard 2013)

Specific environmental risks are safeguarded under the jurisdiction of the Department of Environmental Risks and Ecological Damage (DERED). They include environmental risks posed by chemical substances, related serious industrial accidents, and handling of genetically modified organisms (GMOs). The DERED draws national damage prevention policies for these areas, develops systems for evaluating these risks, proposes indicators for their monitoring, and executes specialised state administration derived from relevant legislation. At the same time, the DERED guarantees activities resulting from the country’s membership in international organisations (UNEP, OECD – Chemicals Programme and Working Groups on Industrial Accident Prevention, Biotechnologies, and Nanomaterials) and from ratified international treaties (Rotterdam Treaty, Helsinki Convention on Transboundary Effects of Industrial Accidents, Cartagena Protocol on Biosafety, Stockholm Convention on Persistent Organic Pollutants) in its jurisdiction. “Contaminated sites management in the Czech Republic is mainly covered by the Ministry of the Environment and other relevant ministerial bodies. Number of contaminated sites is remediated and the risk to the human health and to the environment is reduced every year.[[6]](#footnote-6) The Department of Environmental Risks and Ecological Damage is the competent authority in this field (Ministry of the Environment of the Czech Republic 2014).

## Policy and Governance

At the beginning of 2013, the Ministry of the Environment of the Czech Republic picked up the baton of Czech National Committee for Natural Disaster Reduction (founded in 2005) and fulfils now the role of National Platform for Disaster Risk Reduction in Czech Republic.[[7]](#footnote-7)

The function of national platform and also a focal point for Hyogo Framework for Action is currently provided by the Ministry of Environment of the Czech Republic. Ministry of the Environment cooperates closely with the Czech National Committee for Natural Disaster Reduction (CNC-GDR), whose members are experts from the following institutions: Ministry of Agriculture, Ministry of Interior, Ministry of Foreign Affairs, Ministry of Regional Development, Headquarters Fire Rescue Service (Ministry of Interior), Czech Hydrometeorological Institute, State Health Institute, State Office for Nuclear Safety, Red Cross, various research institutes and universities, Czech Association of Insurance Companies, private companies, individual members etc. (The United Nations Office for Disaster Risk Reduktion 2013).

As reported by (Bakken and Rhinard 2013) the crisis management system is relatively simple and quite efficient.[[8]](#footnote-8) The responsibilities are clear. Crisis management works well at the regional level (crisis staffs formed by both administrative as well as operational bodies’ representatives). When up-scaled (subsidiarity) to central level the crisis management works also well (Bakken and Rhinard 2013).

### Strategy scope and focus

As stated by the international expert, in Czech Republic, *“the strategic approach is not comprehensive focusing only on limited number of prevention and recovery activities.”*

The Czech Republic passed through several severe floods and Early Warning especially for floods is well organized.[[9]](#footnote-9) An important part of the mechanism to ensure the fulfilment of the activities and objectives of the International Strategy for Disaster Reduction and the Hyogo Framework of Action framework for the period 2005 - 2015 is the Integrated Rescue System (IRS). IRS is an effective system of links, rules, cooperation and coordination of rescue and security forces, state and local governments, individuals and legal entities in the joint conduct of rescue and relief work and preparing for emergencies and natural disasters.[[10]](#footnote-10)

The bodies of IRS are the Fire Brigade of the Czech Republic, Emergency Medical Services Providers and the Police of the Czech Republic. Other bodies include: Designated powers and resources of the Armed Forces, Municipal Police, Public Health Authorities, Emergency, Expert and Technical Services, Civil Protection Facilities, Non-profit organizations and associations of citizens, which can be used for rescue and liquidation operations. Fire Brigade is the main coordinator and backbone of the IRS. In practice, this also means that in case of intervention of multiple bodies of the IRS, in the place is usually in charge member of a Fire Brigade, which manages and coordinates the interaction of bodies rescue and disposal operations.

Operations and Information Centre of the IRS mobilizes and deploys the necessary forces and resources of IRS in specific locations. At the strategic level is then the IRS coordinated through regional crisis authorities and the Ministry of Interior.[[11]](#footnote-11)

According to the Law on the IRS the commanding officer of the intervention has extensive powers at his disposal. The commanding officer may, among other things, prohibit or restrict the entry of persons to site, order the evacuation of people or decide on other temporary restrictions to protect life, health, property and the environment. Preparedness for flash floods remains, mainly due to its different character from common floods on rivers is still a problem.

The non-existence of a complex disaster reduction plan including all types of disaster is caused by differentiation of responsibilities for different ministries. Another reason is that the most probable kind of disaster in the Czech Republic is floods (over 90 % of all disasters). DDR principles have been included in so-called “flood protection plans” with specific responsibilities (Ministry of the Environment of the Czech Republic 2013).

The main aim of the National Platform is to support all actions leading to reduce human, social and economic losses caused by natural disasters. The following goal is to integrate Disaster Risk Reduction into decision making processes at all levels.[[12]](#footnote-12)

The ministries, in particular of the Interior, Health, Agriculture and Environment fulfil their proper duties based in the national legislation of the crisis management and they apply the activities and objectives of the International Strategy for Disaster Reduction and the Hyogo Framework of Action for the period 2005 – 2015 (The United Nations Office for Disaster Risk Reduktion 2013).

The Ministry of the Environment ensures warning and forecasting services according the information issued by the Czech Hydrometeorological Institute, established by the same Ministry.[[13]](#footnote-13)

The National Platform for Disaster Risk Reduction in Czech Republic focuses mainly on:

* supporting of the risk-aware and resilient society able to prevent disasters and to mitigate their impact,
* strengthening legislation on issues related to disaster risk reduction,
* improving crisis management and international cooperation within the frame of disaster risk reduction,
* improving coordination between governmental, non- governmental and private sector stake holders in the field of natural hazards and disasters. [[14]](#footnote-14)

### Monitoring and analytical support to policy making; R&D

According to the Ministry of Environment (2013) Disaster losses and hazards are systematically reported, monitored and analyses, although a disaster loss database does not exist. Reports are generated and used in planning by finance, planning and sectorial line ministries. Hazards are consistently monitored across localities and territorial boundaries.[[15]](#footnote-15) Police investigations have often led “nowhere” when responsibility of larger (both state and private) companies has been undertaken after the floods.

Several national and international programs are supporting research on Disaster risk reduction, e.g. the Innovation and Support of Doctoral Study Program (INDOP) as well as other study grant initiatives such as the SGS (Student Guidance Service) projects.

### Policy for Prevention

Disaster prevention is coordinated at the level of General Directorate of Fire Rescue Service of the Czech Republic (DG FRS CR) and the regional Fire Rescue Service (FRS). Prevention of crisis situations is mainly linked to protection of critical infrastructure (The General Directorate of Fire Rescue Service of CR 2014).

Some institutions like the Czech Hydrometeorological Institute, Institute for Atmospheric Physics or Water Research Institute of TGM and River Catchment Authorities participate in various projects devoted to flood and disaster reduction. Also some universities participate in such projects and programs (Ministry of the Environment of the Czech Republic 2013).

### Policy for Preparedness

Crisis preparedness is provided in the organization (creation of organizational structures, emergency and crisis planning), technical (equipment and other material) and competence (training and education).[[16]](#footnote-16)

According to the Czech Government (2005), Multi-Hazard assessment has been done for some areas or cities but not at the level of the whole state. Programs or policies for disaster preparedness, contingency planning and response exist in form of (Ministry of the Environment of the Czech Republic 2013):

* Programs and policies incorporated by DRR.
* The institutional mechanisms for the rapid mobilization of resources in a disaster, utilizing civil society and the private sector in addition to public sector support.

Many floods in the Czech Republic in the past 15 years, a good system of flood warning and flood protection including “flood plans” for each city and community has been developed, applied and progressively improved. A support from crisis management as well as water (Water Act, Crisis Management Act) legislation has been very important. However, some problems could appear with some other types of disaster which occur very rarely.

Furthermore an anti-flood system in Prague has been finished and also tested. It consists of removable barriers (dykes) together with some new standard dykes in the vicinity of Vltava River. In some communities in the country resilience especially towards flood has been improved while in others has not been improved especially because of a lack of finances. Last two years financing towards increase of resilience has been more difficult because of economic crisis.[[17]](#footnote-17)

### Policy for Response

The General Director of the Fire Rescue Service (2014) states that the Solution to the crisis is related to the implementation of rescue and relief work, the implementation of measures to protect the affected population, emergency survival measures to ensure functional public administration and critical infrastructure.

The Czech Republic has developed a very comprehensive multi-hazard system based on an integrated early warning system connected with a special rescue and response system. The system passed through several tests during real disasters especially floods occurring last 15 years. Also exercises have been organized on regular basis. The system defines clear competencies of all stakeholders and includes also duties of media in such events. These plans, procedures and resources for extraordinary events have been systematically created and could be released for the use by the proclamation of the state of emergency by the Prime Minister (at the state level) and local authorities leaders (at the regional level). Operational and communication centres create a system throughout the whole state and their functionality has been checked either by real disasters like floods or by regular exercises at various levels. Special attention has always been given to potential failures of nuclear power plans.

Exercises and trainings have been organized regularly, however sometimes only some parts of the whole crises management systems are involved in exercises (Ministry of the Environment of the Czech Republic 2013).

### Policy for Relief and Recovery

An inclusion of post-disaster recovery especially has been placed in connection with an enhancement of resilience of newly built houses and infrastructure and has been applied only occasionally. The main problem is a lack of money for inclusion of better resilience in future as a part of post-disaster recovery programs. It is rather difficult to incorporate these measures into the programs. Moreover, it is usually very difficult to find another place (land) for building new houses at safer areas (more distance from rivers). It is cause by relatively high population density and complicated orography of the country (Ministry of the Environment of the Czech Republic 2013).

## Financing

### Investing in preparedness

According to the Ministry of the Environment of the Czech Republic (2013) Investments to reduce the risk of vulnerable urban settlements are realized in terms of Investment in drainage infrastructure in flood prone areas and slope stabilisation in landslide prone areas. Nevertheless Training of mason on safe construction technology, Provisions on safe land and housing for low income households and communities, Risk sensitive regulation in land zoning and private real estate developing and regulated provisions of land titling has not been established yet.

Some investments have been realized with financial support from special EU programs

Realization of such projects and programs strongly depends on current regional and local authorities. In some areas a great success can be seen while in others such projects have not been launched yet

As stated in (Bakken and Rhinard 2013) the largest threats to the Czech civil security system stem from its environment: The budgetary cuts resulted in cutting investments and in focusing on “running” the system only. The strongest link is then the functioning of the IRS (including the ability to help abroad) and of crisis management, especially at the regional and also at the state level (when up-scaled to this level) with clearly set responsibilities and procedures (Bakken and Rhinard 2013).

### Investing in consequence management

The budget for consequence management mainly depends on state contribution and some projects are covered by the EU. National contingency fund and Catastrophe insurance facilities arrangements are in place to deal with major disasters. Catastrophe bonds are not established yet.

In the absence of adequate flood prevention measures the cost of the damages provoked by increasingly strong floods can be very high. In the Czech Republic, the EIB already financed several reconstruction projects after the catastrophic floods of 1997 (EUR 200 million) as well as the reconstruction of infrastructure (EUR 400 million) and the renewal of Prague’s metro (EUR 80 million) damaged during the 2002 floods (European Commission 2006).

The above mentioned financial arrangements have been established and can be used in declared emergency situations at various levels (state, region, community). Special state reserves of food, material, tools, bridges, fuel, etc., exist and are well maintained for the use in emergency situations (Ministry of the Environment of the Czech Republic 2013).

## Policy review, Evaluation &Organisational Learning

### Post-Disaster Assessment

Some losses and damages have been assessed by insurance companies, others especially on the infrastructure (roads, railways, electricity lines, etc.) by companies responsible for maintaining this infrastructure and by the state and regional authorities. An agreed method and procedure have been adopted to assess damage, loss and needs when disasters occur.

Special projects analysing recent losses caused by bigger floods have been launched by the government after each such event showing some gaps, losses and also proposals for future avoiding drawbacks encountered. The reports dealing with evaluation of these floods (Ministry of the Environment of the Czech Republic 2013).

Triggered by recent disasters, the Czech Republic has been prompted to conduct disaster assessment and identify the performance of disaster management. As an example, the floods in Bosnia and Herzegovina, which caused a damage of approximately USD 1.67 billion, have encouraged the Czech Republic to conduct a post-disaster needs assessment and identify shortcomings, e.g. in data accuracy and rapid response capacity. Together with UNEP, the Czech Republic has launched a project aiming at identified gaps in data collection and communication of natural disasters risks in the hydrology sector.[[18]](#footnote-18)

### Departmental Lessons Learned systems

The identified documents on civil security in the Czech Republic do not provide requirements or specific mechanism for learning lessons from emergencies to be established.

### Centralised (national) Lessons Learned system

Framework or system for assessing the experience of individual emergencies and disasters is not developed. There are not integrated Lessons Learned systems in individual organisations but rather ad-hoc efforts (Expert Interview 2014).

### International exchange for Lessons Learned

A system to exchange lessons learnt systematically is not in place (Expert Interview 2014). The Czech Republic has signed bilateral agreements on cooperation with neighbour countries. All the aforementioned agreements include provisions on mutual exchange of information and early warning in case of major disasters. In the frame of some projects, e.g. the transnational project Ceframe, a harmonised flood management strategy will be developed beyond borders.

In the Czech part of the Morava river basin 583 kilometers of river sections were identified as APSFR. In the Czech part of the Vah river basin (Vlara catchment) 34 kilometers of river sections were identified as APSFR.

### Regular policy reviews

According to the Expert Interview (2014), Policy reviews leading to incorporation of findings in the policy process take place. Disaster losses are systematically reported, monitored and analysed, a disaster database which is regularly updated could not be identified. It can be maintained that policy are reviewed only when main disasters have happened. However, Reports are generated and used in planning by finance, planning and sectoral line ministries (Ministry of the Environment of the Czech Republic 2013).

## Resilience

The concept of resilience in civil protection, in terms of county`s capacity to withstand shocks due to natural an other disasters, to rebuild itself with efficiency and to improve on the pre-existing state wherever possible, has not been explicitly established in the Czech Republic by lay or other normative act.

However, according to the European Commission (2006) the Czech Government has devised a national strategy to provide protection to the areas at risk, particularly where there are large concentrations of population. The implementation of this strategy has already started and was supported by the European Investment Bank with a first EUR 60 million loan for Flood Prevention. The EIB loan will finance flood protection investment schemes across the whole country contributing to the reduction of the potentially devastating effects of floods and safeguarding human health. The anti-floods measures will substantially improve the security of the population living in the five Czech river basins (Morava, Labe, Ohre, Odra and Vltava)[[19]](#footnote-19). As these territories are part of the European catchment area discharging water into the Black, North and Baltic Seas, they will also have significant cross-border effects with positive implications for people living along respective rivers in neighboring countries.

Individual actions supported by the loan will cover for example the construction or maintenance of reservoirs and dams, including dry reservoirs, the increase of the flow capacity of watercourse channels, protective dams, discharge channels and tunnels, etc. The Czech Ministry of Agriculture will be the promoter of the flood prevention measures, while local authorities involved in water management, e.g. River Boards, Regions and Municipalities as well as pond managers will be the final beneficiaries of the loan.

Additionally the experience of the Czech Republic Puncuchar, P. (2012) stated that the flood management and the flood prevention lead to the following most important activities/actions:

* The adoption of strategic (conceptual) documents and relevant legislation for improvement of flood prevention
* The improvement of the advanced forecast and early warning systems using high-tech procedures and equipment (radar, ALADIN, mathematical models of run-off etc.)
* The implementation of a robust information systems for dissemination of data from databases of water management bodies and fire-brigades using modern communication technologies (internet, mobiles, TV, wireless)
* Well prepared activities of bodies responsible for flood, rescue and crisis management (flood commissions, crisis comities, mayors, municipalities), which follow from appropriate legislation for the flood prevention and flood defense
* Continuous upgrading of flood plans and activity of flood commissions, their training and checking the communication between the bodies responsible for flood management and flood protection activities
* The identification of flood areas (including determination of “active zones”) and transfer these information to the inhabitants (namely in small municipalities)
* The realization of flood protection measures combining structural technical, non-technical (nature plausible) measures as well as improvement non-structural measures
* Well prepared management of flood flow rates by use of manipulation on dam-reservoirs, polders, removable walls installation etc.
* Development of the close collaboration with the neighboring countries on flood management and on realization of flood defense measures in integrated plans of respective watershed. Puncuchar, P. (2012)

## Information sharing and data protection

Collection and protection of personal data related to disaster management, in the Czech Republic could not be identified in the entire documents of Crisis Management in the Czech Republic. However, The Ministry of Interior fulfils the task in the area of critical infrastructure resulting from the membership of Czech Republic in the European Union, provides international exchange of information in this area, serves as the contact point of the Czech Republic in the frame of European critical infrastructure and submits the European Commission reports on tasks of implementation arising from the EU legislation in this area (Government of the Czech Republic 2010). As indicated by ICPDR (2012), public communication and information is partly provided by Flood Information System POVIS, www.povis.cz, where relevant information and documents about implementation of the Directive 2007/60/EC on the assessment and management of flood risks (2007) is provided to the public.

Therefore the Czech Republic joins the Euro Atlantic Partnership Council (EAPC), which provides a framework for Planning and Review Process (PARP) in which framework the Czech Republic and NATO define and achieve partner goals. Furthermore, NATO Committee meetings at least twice a year serve as a platform for sharing knowledge and experience between the heads of their national civil emergency planning organisations and by members of national delegations at NATO.

Beyond the above mentioned The Czech Republic has International bilateral co-operation in the flood prevention as states in the following (Puncuchar, P. 2012).

**Cooperation with the Federal Republic of Germany**

As stated in (Puncuchar, P. 2012) the Czech Republic shares with Germany the longest international boundary. The author mentions also that the transboundary waters are split into regional waters (Saxon boundary and Bavarian boundary). The Czech Republics’ cooperation with Saxon lasts since 1955 and the cooperation with Bavaria since the 1970s. Flood protection, which is the main activity, is involved in expert groups 1 and 3 (Water Management Planning and Balancing, Hydrology) according to (Puncuchar, P. 2012).

**Cooperation with the Republic of Poland**

The Czech Republic has also a cooperation with the Republic of Poland (since 1958) corresponding to. Therefore the Polis Institute of Meteorology and the Czech Institute of Hydrometeorology are working together on the topics hydrology, hydrogeology and flood protection. The co-operation has led to improvements in forecasting services, flood warning and the implementation of meteorological forecasting models. (Puncuchar, P. 2012)

**Cooperation with the Republic of Austria**

In 1928 the Joint Technical Commission was established and since then the cooperation with the Republic of Austria is ongoing. The actual convention was signed in 1967. The problems discussed in this cooperation are quality and quantity of water, water abstraction and the maintenance of watercourses. Assessing impacts of reservoirs on conditions in transboundary reaches was a task of the commission for a long period in the course of the cooperation. This includes the improvement flood management. (Puncuchar, P. 2012)

**Cooperation with the Slovak Republic**

Between the Czech Republic and the Slovak Republic there is a cooperation dealing with the managing of transboundary waters. This cooperation was preliminary agreed in 1992 before the division of the Slovak and Czech Federative Republic in 1993. The cooperation includes management of watercourses, assessment of water quality and flood protection. (Puncuchar, P. 2012)

# Legislation

The country takes an all-hazard approach and the key functions of the civil security system are embedded in two acts: The Crisis Act and the Act on IRS. A general anchor for these is the Constitutional Act on Security. The leading institution in civil security police making is the Mol. The General Directorate of the Fire Rescue Brigade is then responsible for civil security, including research and education. The man responsibility for the implementation for dealing with crisis rests upon the regions. (Bakken and Rhinard 2013).

## Crisis (emergency, disaster) management concept

The most important documents on crisis management in cases of natural and other disasters are:

* The Law on Crisis Management No. 240/2000
* The Law on Integrated Rescue System No. 239/2000.

These two laws define the responsibilities of the Government, the Central Administrative Offices and the Territorial Administrative Offices plus elements of the Integrated Rescue System. In addition, they stipulate crisis preparedness measures and the limitations that apply to individual rights during crisis. It provides also a set of common principles on how should protection, secure and relief organised throughout the civil protection system. It also stipulates operational guidance to all professional and volunteer, national and local, state and private forces that based on low or other forms of organised engagement contribute to all or each aspect of protection against natural and other disasters. The Law on Crisis Management and the Law on the Integrated Rescue System cover all levels of government, from national to local. International intervention is governed by political agreements, for example with neighbouring countries.

Besides these two laws are the law on The Law on Securing the Defence of the Czech Republic and the Law on Economic Measures for Solving Crisis Situations related to Crisis Management

* The Law on Securing the Defence of the Czech Republic.

This law, which came into force in December 1999, stipulates the tasks and responsibilities of the Central Administrative Offices, the Territorial Administrative Offices and legal bodies and citizens in order to meet the defence requirements.

* The Law on Economic Measures for Solving Crisis Situations.

This law determines the preparatory economic measures to be taken in crisis situations and adopts economic measures after a crisis situation announcement.

## General crisis (emergency, disaster) management law

The principles of crisis management are codified in the Act No. 240/2000 Coll. on Crisis Management and amending certain acts (the Crisis Act), as amended.[[20]](#footnote-20)

## Emergency rule

According to Art. 5 of the Constitutional Act on the Security of the Czech Republic (No. 110/1998 Sb.; amended by No. 300/2000 Sb.), a state of emergency may be declared by the Government of the Slovak Republic under the circumstances of natural catastrophe, ecological or industrial accident, or other danger which to a significant extent threatens life health, or property or domestic order or security. Art. 3 determines, that the extent of the military service obligation, the duties of the armed forces, of the armed security corps, of the rescue corps and accident services, their organizations, preparation, and supplementation, and the legal relations of their members shall be laid down by statute in such a way as to ensure civilian control of the armed forces. “If delay would present a danger, the Prime Minister may declare a state of emergency. Within 24 hours of the announcement thereof, the government shall either ratify or annul his decision.“

Special legal conditions apply when a state of emergency is declared. Along with the declaration of this state, the government must strictly delineate which rights will be restricted (in accordance with the Charter of Rights and Freedoms) and to what extent. Declaration of the state of emergency is a part of functional crisis management. None of the declarations has so far provoked complaints (Bakken and Rhinard 2013).

The Constitutional Act on the Security of the Czech Republic limits the state of emergency to a duration of maximum 30 days (extension is possible only with the consent of the Assembly of Deputies). “A state of emergency ends upon the expiry of the period for which it was declared, unless the government or the Assembly of Deputies decides to annul it prior to the expiry of that period.”

Art. 12 of the Constitutional Act on the Security of the Czech Republic determines, that a decision to declare a state of emergency, a condition of threat to the  State, or a state of war shall be made public by means of the mass media and shall be promulgated just like a statute. It enters into effect at the moment provided for in the decision.

Based on this law, a state of danger can be declared to overcome unfavorable trends of situation development. The state of danger can be declared by the regional governor as an urgent measure, when lives, health, property, and environment are threatened, provided the intensity does not reach the danger of considerable extent, and it is not possible to avert threats by normal activities of administrative authorities, regional and municipal bodies, IRS (Integrated Rescue System) bodies or entities of critical infrastructure. The Crisis Act also processes relevant regulations of the European Union and modifies specification and protection of European critical infrastructure (Government of the Czech Republic 2010).

## Specific, department/agency-level legal arrangements and regulations on emergency and disaster management

Aspects on legislation in emergency and disaster management are tackled by the document (Government of the Czech Republic 2010). The report contains the following paragraph:

“The crisis legislation and particularly the Crisis Act (nr. 240/2000 Coll.) stipulates the rights and obligations of the population in the state of crisis. In this way, the right to information about prepared crisis measures to protect life, health and property is ensured. The obligations, on the other hand, are relatively generally stated and do not represent an essential part of the functioning of the civil security system. The essential obligation is to – in the state of crisis – obey the call of responsible authorities of crisis management to carry out imposed labour duty; to provide requested material means; or to accept restrictions stemming from crisis measures. A person can reject these obligations should the fulfilling of these endanger his/her life and health or the life and health of other people or if the obligations are against the law.(Government of the Czech Republic 2010)

## Specific to the regional and local authorities legal arrangements and regulations on emergency and disaster management

Executive responsibility primarily rests at the regional level, although also at the local level; mayors of municipalities are responsible for crisis planning and crisis preparedness in their municipalities. At all levels of administration, there is a legal requirement to form a security council. When conducting rescue or disposal works, the services of the IRS are obliged to follow the orders of the commander in place (usually from the fire brigades) or of the mayor of a municipality with extended powers or of the regional president or of the MoI. The regional president has the power to call a state of danger for the region or its part for the time of maximum 30 days with the obligation to inform the MoI. (Government of the Czech Republic 2000)

## Legal regulations on the involvement of volunteers and specialised NGOs

Within the Act No. 239/2000 Coll. from the parliament of the Czech Republic on integral rescue systems the role of citizens is specified. Descriptions are given independently for the emergency management system as well as the crisis management system. For emergency management system, role of citizens are defined by responsibilities, rights and obligations of citizens in general as well as by institutions having responsibilities as secondary units of the Integrated Rescue System (IRS). Civil protection organisations, NGOs and civic associations are considered as integral part of the IRS. Such organisations are only activated in case of request (Parliament of the Czech Republic 2000).

Moreover, persons exempted from labour obligation or labour assistance can provide voluntary assistance. The crisis management authority, which decided about restriction of the right or imposed the obligation, is obliged to pay financial compensation. (Swedish Civil Contingencies Agency 2009)

## Legal regulations for international engagements of first responders and crisis managers

According to (Bakken and Rhinard 2013) the Czech Republic has established a bilateral cooperation with all its neighbours Countriesand. Regional, multilateral and cross-border regional agreements exist to facilitate cooperation in the case of crisis. The country actively participates in the EU mechanisms for disaster assistance and at EU crisis-response exercises. The country is traditionally providing rather than receiving assistance.[[21]](#footnote-21)

The Czech Republic has been cooperating on flood protection and warnings by means of participation in Elbe, Oder and Danube river commissions. National platform cooperates closely with the platforms from Germany, France and Poland in the framework of European network of national platforms (ENNP). Some projects have been submitted to European Commissions but have not been approved yet. In November 1 and 2, a special Workshop devoted to Flash Floods and early warning organized by the Czech platform, ENNP and the Czech Hydrometeorological Institute will take place in Prague. The Czech Republic shares catchments of some rivers and closely cooperates with its neighbours especially in data and warning exchange (Ministry of the Environment of the Czech Republic 2013).

Financial compensation belongs to the legal or natural undertaking entity for restriction of the right of ownership or the right of use, for provision of material assets, performance of labour obligation or labour assistance. The crisis management authority, which decided about restriction of the right or imposed the obligation, is obliged to pay financial compensation. Based on mutual agreement financial compensation can also be provided for voluntary labour assistance. According to this clause financial compensation shall be paid within 6 months after termination or cancellation of the crisis state, in the consequence of which the claim for the financial compensation arose.

In case of labour obligation, labour assistance or voluntary assistance where the amount of compensation cannot be determined by the agreement or in accordance with special legal regulations, compensation is determined in the amount corresponding to usual wage for the same or similar work. Determination of compensation for providing material assets is based on the amount of expenses incurred to the obliged person and on usually required compensation for use of the same or similar material means at the time of provision. Crises management authority is entitled to request reimbursement of expenses incurred as compensation for provision of material assets, performance of labour obligation, labour assistance or voluntary assistance, from the inflictor of the accident) or other event, which caused the crisis situation and crises measures had to be ordered. Incurred expenses) are compensated by this reimbursement (Bakken and Rhinard 2013).

# Organisation

The role of main focal point fulfils the Department of Security and Crisis Management at the Ministry of the Environment of the Czech Republic and as the second focal point serves the Department of International Relations at the Ministry of the Environment of the Czech Republic.

The Ministry of the Environment is coordinating all activities in the field of fulfilling the tasks of Hyogo Framework for Action. The Ministry of the Interior is a lead coordinating institution for disaster risk reduction. An important part of the Czech system, which ensures the practical application of the activities and objectives of the International Strategy for Disaster Reduction and the Hyogo Framework of Action for the period 2005 - 2015 is the Integrated Rescue System (IRS). IRS is an effective system of links, rules, cooperation and coordination of rescue and security forces, state and local governments, individuals and legal entities in the joint conduct of rescue and relief work and preparing for emergencies caused by natural disasters.[[22]](#footnote-22)

Ministry of the Environment of the Czech Republic and different representatives and experts from the above mentioned institutions are attending joint meetings of the National Platform for Natural Disaster Reduction which take place 2-3 times a year, and are discussing main issues and activities related to the field of disaster risk reduction and prevention (The United Nations Office for Disaster Risk Reduktion 2013).

## Organisational chart

The Czech Republic is a parliamentary democracy. The Cabinet, consisting of the Prime Minister and the Ministers, performs the executive powers. The Cabinet, appointed by the President, is responsible to the Chamber of Deputies. The bicameral Parliament consists of the Senate and the Chamber of Deputies.[[23]](#footnote-23)

The National Security Council of the Czech Republic is the governmental advisory body for the security of the Czech Republic. The chairperson is the Minister of the Interior. The other members of the National Security Council are appointed heads of assigned ministries.

To ensure its tasks, the Council has established four permanent working committees. Their responsibilities were assigned by a Government decision in 1998:

* The Defence Planning Committee
* The Civil Emergency Planning Committee
* The Foreign Security Policy Co-ordination Committee
* The Intelligence Activities Committee.

The responsibility for Civil Emergency preparedness in all administrative bodies lies with the statutory representatives. Existing Civil Emergency departments operate in both Central Administrative and Territorial Administrative Offices.[[24]](#footnote-24)

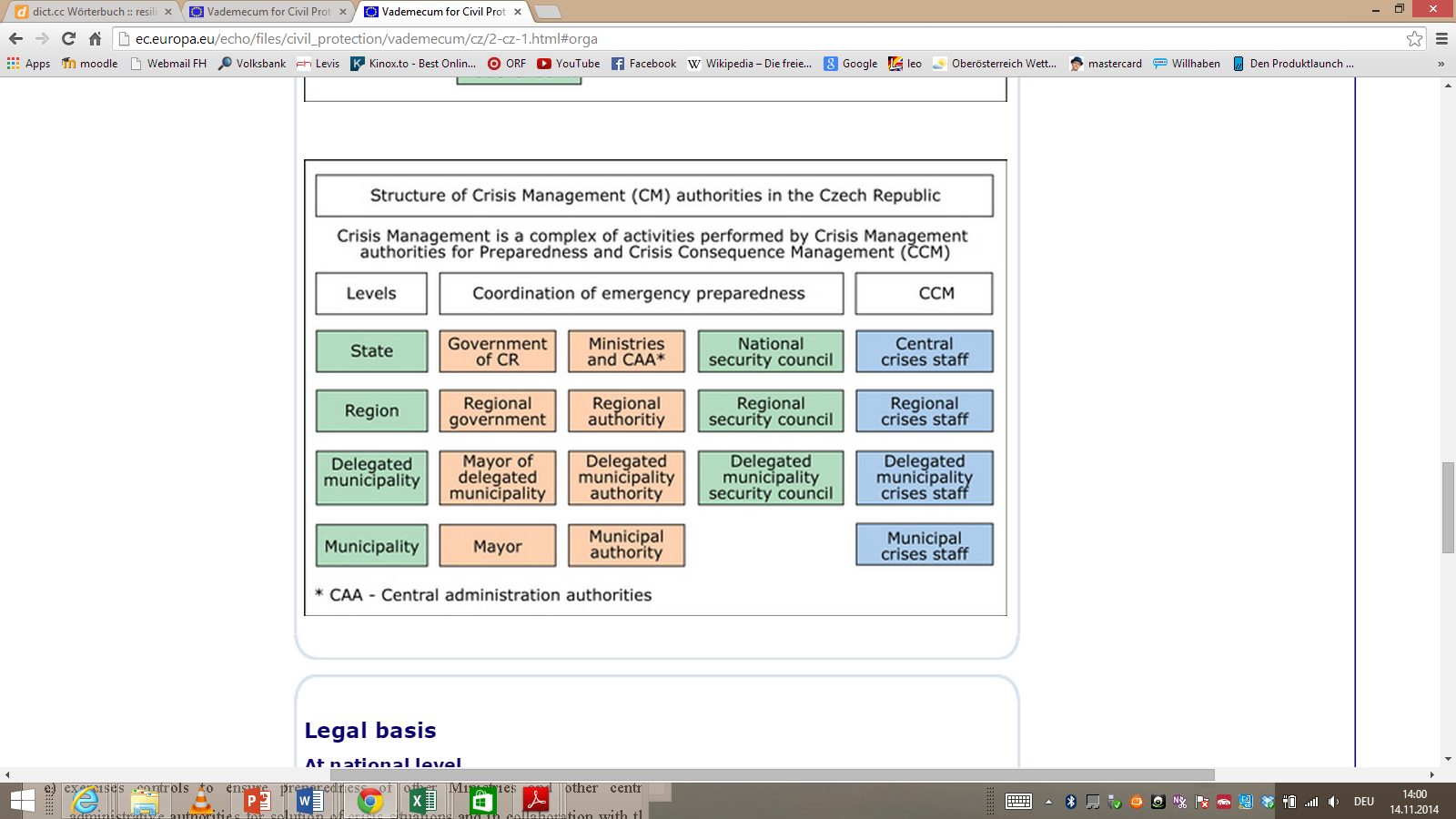


Figure 85. Crisis Management Authorities of the Czech Republic.

The present structural setup:

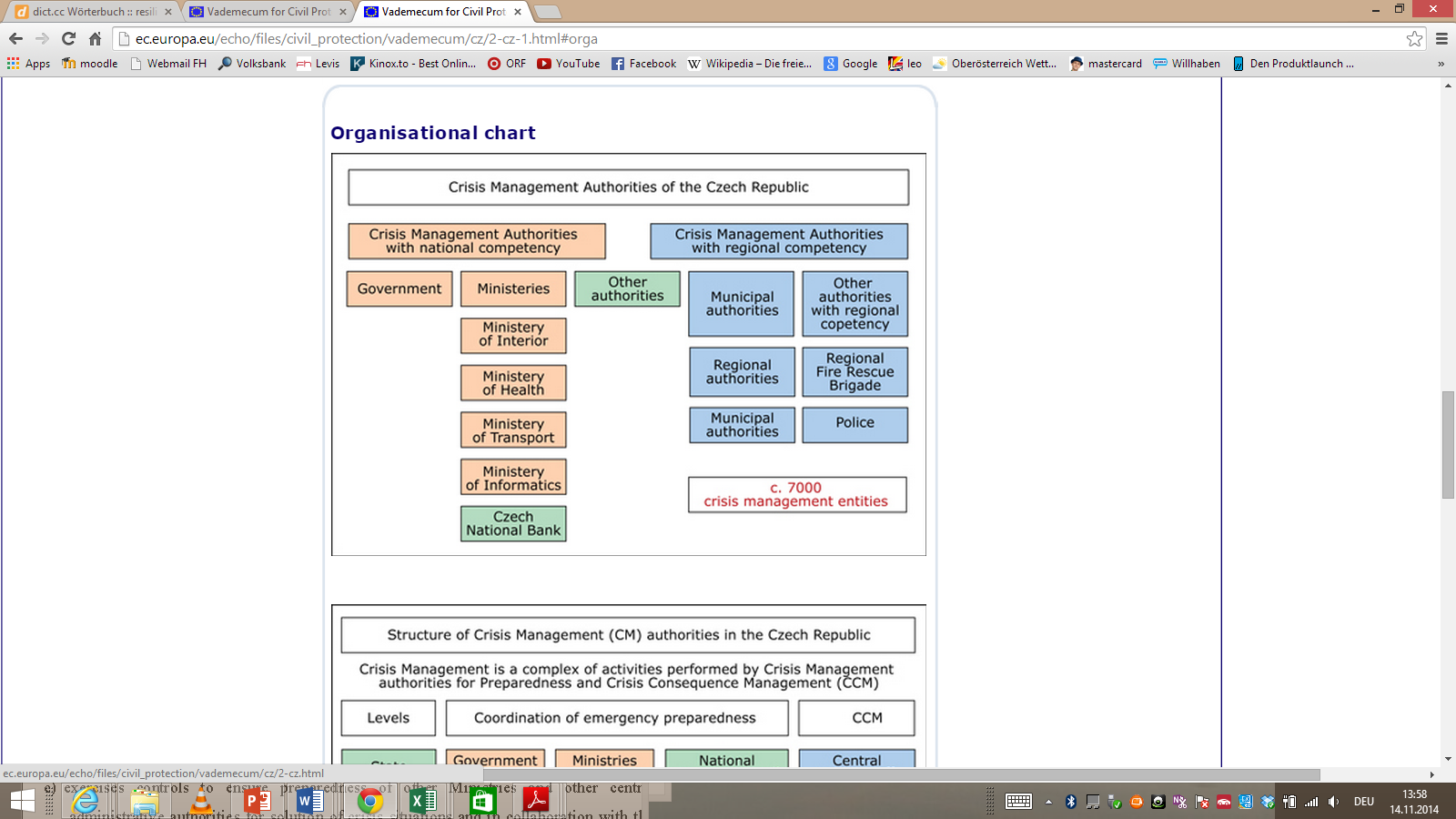


Figure 86. Structure of Crisis Management authorities in the Czech Republic.

* At national level: The Ministry of the Interior (MOI) cooperates with other central administration bodies including municipal authorities in the field of civil protection
* At regional and local level: The regional and municipal authorities work in close cooperation with the central level
* At international level: The MOI coordinates civil protection both at national and international levels and provides future policy guidance and directions for the civil protection process

The role of the Ministry of the Interior (MOI) during non-military crisis situations is to coordinate activities at the inter-ministerial level. The responsibilities of the MOI in non-military crisis situations are the same as the responsibilities held by the Ministry of Defence in military crises. Military forces support civil authorities in emergencies, i. e. when the resources of the local and regional units are inadequate. This support is provided to the Fire Rescue Corps, to the Police and to local authorities.[[25]](#footnote-25) Assistance from the Ministry of Defence is provided in the form of army troops or in cooperation with Civil Protection Rescue Bases. In military crisis, the civil protection provides all the necessary civilian resources for the army. (European Commission 2014)

* Departmental emergency and disaster management arrangements

The civil security system is rather decentralized. Authority and responsibility for crisis preparation and response rest at the regional level. A state of danger can be declared by the regional council president (hejtman) for the whole region or its part, for a period of maximum 30 days when there is a natural disaster, ecological or industrial accident or if life, health or property of citizens is threatened. When a crisis cuts across the regions, the central government assumes responsibility. Up-scaling to a higher degree, then, is the state of emergency which is called by the government for a period of maximum 30 days. The reasons are the same as in the previous case; however, the scale of the disaster must be here “significant”. Typically, the state of emergency is declared when two or more regions are affected by a crisis. (Krulík 2011)

* Local authorities and arrangements for emergency and disaster management

Mayors of municipalities are responsible for crisis planning and crisis preparedness in their municipalities. At all levels of administration, there is a legal requirement to form a security council. When conducting rescue or disposal works, the services of the IRS are obliged to follow the orders of the commander in place (usually from the fire brigades) or of the mayor of a municipality with extended powers or of the regional president or of the MoI. The regional president has the power to call a state of danger for the region or its part for the time of maximum 30 days with the obligation to inform the MoI. (Act Nr. 239/2000 Coll.)

* Volunteers and volunteer organisations; specialised NGOs

The Voluntary Fire Brigades (VFB) are an important part of the Czech civil security system. They have a long tradition in the country and more than 300,000 members. They are also seen as a large potential also for the future. They are an official part of the IRS (as one of the “secondary” bodies) and are involved in official exercises.

* Private businesses

Legal persons are obliged to prepare for emergencies and to participate in the preparation of emergency plans and to provide assistance during a crisis when requested. They can be asked to do so by the regional president or by the mayor of the municipality. (Act nr. 240/2000 Coll., §29)

In the field of civil security provision, the absolute majority of bodies are public ones. As an example of private bodies, for-profit health rescue services can be mentioned. These are typically smaller than the health rescue services which are established by the regional authorities. They specialize e.g. in the transportation of patients or assist at various cultural and sporting events (paid by the organizer). Usually, one such organization exists in every region although they do not necessarily have an agreement with the regional authority or all health insurance companies.

Being an integral part of the IRS, the flight rescue services must be mentioned as well. Currently, there are 10 stations facilitating air rescue. This represents a very dense network (one of the densest in Europe) covering an overwhelming majority of the territory of the country. (Fojtík 2011) The flight rescue services are operated both by private (eight stations) and by state (two stations) bodies. The latter ones are operated by the Police Air Service and by the army. (DSA undated) So far, there have been no criticisms on the functioning of the flight rescue services (Bakken and Rhinard 2013).

## Organisational cooperation

According to (Bakken and Rhinard 2013) the civil security is provided by the so called IRS which is an operating platform to respond to crises. The IRS is made up from three main agencies:

* the fire brigades
* the health emergency services and
* the police.

Usually they operate at the regional level. (Bakken and Rhinard 2013)

The aim of civil protection in the Czech Republic is, by means of planning, coordination and management precautions, to ensure the preparedness of the state to prevent and manage emergencies and crisis situations threatening the population.

The primary scope and focus of civil protection is to cooperate especially in the following areas:

* Performing tasks related to the protection of the population
* Ensuring the continuous function of the state administration, national authorities and municipal authorities
* Ensuring an acceptable form of social and economic life
* Safeguarding the functionality of critical infrastructure
* Enhancing cooperation between the public and private sectors
* Ensuring the availability of civil resources necessary to ensure security
* Taking measures against weapons of mass destruction used against the civilian population
* Coordinating security research
* Coordinating education in the field of crisis management and the protection of the population
* Planning and assessment of exercises performed by crisis management authorities
* Providing and receiving humanitarian aid and rescue operations
* Solving specific problems and coordinating effective systems of communication with the public as an integral part of the preparedness of the Czech Republic to crisis situations
* Enhancing problem-oriented communication and information systems
* Ensuring civil support of armed forces and security corps activities including coordination of requests for armed forces
* International cooperation in the fields mentioned above.

The responsibility for Civil Emergency preparedness in all administrative bodies lies with the statutory representatives. Existing Civil Emergency departments operate in both Central Administrative and Territorial Administrative Offices.

As reported by (Bakken and Rhinard 2013) the Czech Republic has established bilateral cooperations with all its bordering countries - chronological with Austria and Slovakia in 1998, with Hungary in 1999, and with Poland and Germany in 2000.. All of these agreements are treaties under international law on help and cooperation in the time of catastrophes and large disasters. (MFA 2005)

As stated in (MFA 2006) additional agreements were made. The country has signed regional and multilateral provisions: it is a member of the Council of Europe, the EU, NATO, the OSCE and the UN. The Czech Republic is also a party to the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations of 1998 (effective since 2006) and the 1992 Helsinki Convention on the Trans-boundary Effects of Industrial 147, Accidents (effective since 2002). Coordinating bodies for providing aid in the times of catastrophes in other countries are the MoI and the MFA.

In relation to (State Office for Nuclear Safety online) the Czech Republic is party to the Vienna Convention on Civil Liability for Nuclear Damage. The Czech Republic is also a party to the Convention on Assistance in the Case of a Nuclear Accident or Radiological Emergency, Convention on Early Notification of a Nuclear Accident and the Convention on the Physical Protection of Nuclear Material (effective since 1993).

Besides international agreements, also cross-border regional agreements exist to facilitate cooperation in the case of crises as the floods or the storms Kyrill and Emma. This cooperation takes on different forms. Official methods of cooperation exist between the Czech Republic and Poland With Slovakiaa similar document exists according to (Prudil 2014).

Agreement on Mutual Cooperation between the Fire Rescue Brigade of the Karlovarsky Region and the German THW Chemnitz (in effect since 2005) is another example. Similar cross-border cooperation can be found in the border regions with all three other bordering states. (Volf 2013) For example “protection against catastrophes” has been an integral part of the Agreement of Cooperation between the Federal Country of Lower Austria and the South Moravian, South Bohemian and Vysocina regions. The Czech region of Southern Bohemia also has similar agreement in place with Upper Austria. (Dohoda 2011)

Only recently, in April 2013, a framework agreement on the cross-border cooperation of the health rescue services was signed between Germany and the Czech Republic. This agreement, signed by the ministers of health of both countries, is a first of its kind in the field of health. It concerns two German federal states (Bavaria and Saxony) and five Czech regions (Liberec, Usti, Karlovy Vary, Pilsen and South Bohemia). In case of a crisis, the backbone of this agreement is the governmental agreement between the Czech Republic and Germany on mutual assistance in disasters and major emergencies. In the coming years, a similar agreement to be signed with Poland is expected (TV RTM 2013).

At the local level in the cross-border regions, cooperation can be found as well although usually focused more broadly to include such areas as environment or regional development. An illustrative example provides the agreement on cooperation between two Czech towns, Rumburk and Varnsdorf, and their two German counterparts, Seifhennersdorf and Großschönau. The agreement was signed by the mayors of these towns in February 2013. One of the areas of cooperation being fire protection and security, especially during emergencies such as natural catastrophes, floods, wild fires, etc. (Bakken and Rhinard 2013).

In general, priorities at strategic level are assigned by Fire Rescue Service of the Czech Republic at central and regional levels (Expert Interview 2014).

# Procedures

In the Czech Republic, very detailed descriptions of procedures are available, which are widely acknowledged by authorities.

According to the Crisis Act, the preparedness for crises and their management is coordinated by the MoI. The GD FRB (which is a part of the MoI) ensures through its regional offices and territorial districts an efficient coordination of the preparation for crisis situations and their management at the regional, municipal and local level. The regional fire rescue brigades are responsible for crisis preparedness and management in cooperation with municipal bodies. (Plzeň city website)

At the regional level, the regional president (*hejtman*) is responsible for crisis management. He/she chairs the security council of the region (a permanent body) and the crisis staff of the region (non-permanent body, called upon a crisis or exercise thereof). Every region (the regional president’s office) has a crisis management department or similar. This is (among other) responsible for analyzing the information for the regional president, informational support to the municipalities with extended powers, coordinating of crisis management and planning of the municipalities with extended powers and for analysis and evaluation of exercises for crisis situations. (Pardubice Region Website)

Members of the security councils and crisis staffs, mayors of municipalities and bodies of the IRS are informed about the emergence of a crisis by the fire and rescue brigades through operational and information centres (regional and sectorial). Crisis communication then runs through commercial mobile network with a negotiated priority of connection for specified phone numbers when a crisis state is declared. Routinely, information (e.g. meteorological warnings) is provided through the WAP server of the Fire and Rescue Brigades with a text-message notice. Increasingly, an Automated Message Delivery System is used for disseminating information notices and calling of the security councils and crisis staffs.

## Standing Operating Procedures (SOPs) and Guidelines

The principles of crisis management are codified in the Act No. 240/2000 Coll. on Crisis Management and amending certain acts (the Crisis Act), as amended. Based on this law, a state of danger can be declared to overcome unfavourable trends of situation development. The state of danger can be declared by the regional governor as an urgent measure, when lives, health, property, and environment are threatened, provided the intensity does not reach the danger of considerable extent, and it is not possible to avert threats by normal activities of administrative authorities, regional and municipal bodies, IRS (Integrated Rescue System) bodies or entities of critical infrastructure(The General Directorate of Fire Rescue Service of CR 2014).

Humanitarian aid in the region is then organized by the regional fire rescue brigades. If the regional measures are not sufficient, help can be requested from the central level, from the GD FRB under the MoI. During crises, material help can be also requested from the Administration of State Material Reserves. Also the participation of NGOs and citizens’ initiative is expected.[[26]](#footnote-26) This is coordinated by a standing working group of the crisis staff. (Conception of Civil Protection 2009)

## Operations planning

Civil protection plans are controlled by the General Directorate (DG), the Fire Rescue Service (FRS) and the regional FRS. Operational organisations and civil protection authorities are all part of the DG Fire Rescue Service and operate as one organisation.[[27]](#footnote-27) The Fire Rescue Service has a unified approach to all kinds of emergencies. Other authorities could be involved according to the type of emergency. (European Commission 2014)

The Czech Republic has established a relatively good system of flood warning and flood protection including "flood plans" for each city and community has been developed, applied and step by step improved. A support from crisis management as well as water (Water Act) legislation has been very important. Also some main made disasters like nuclear events are well covered and regular exercises organized. The recent exercise took place in September 2010. However, some problems could appear with some other types of disaster which occur very rarely

Plans, procedures and resources for extraordinary events have been systematically created and could be released for the use by proclamation of state of emergency by the prime minister and local authority’s leaders at state and regional levels. Operational and communication centres create one system throughout the whole state and their functionality has been checked either by real disasters like floods or by regular exercises at various levels. Special attention has always been given to potential failures of nuclear power plants

## Logistics support in crises

The Organisation ASMR provides a coordination role in planning and supporting emergency economic measures. As a matter of priority, the ASMR makes use of material resources of private business entities, and, according to requirements by subject-matter Ministries, the ASMR generates and manages material reserves in commodities, whose ordinary production would not cover for increased consumption in state of crisis/emergency (Adminstration of State Material Reserves- Czech Republic 2009).

## Crisis communication to general public; Alert system; Public Information and Warnings

The crisis communication is well organized and standardized. The Electronic Communications Act, No. 127/2005 includes a paragraph for the communication with public (2005). It has been explained by the expert, that situational awareness is ensured through an integrated information system at all administrative levels with efficient information provide to population (2014).

The primary means of informing the public about an immediate crisis are sirens, including mobile devices. The “general warning” tone (oscillating tone lasting 140 seconds) is currently used for all kinds of danger. Prior to 2002, different tones were used in connection with different hazards. The warning signal is followed by verbal information (e.g. “danger of flood wave”, “chemical accident”, etc.). There are about 6,000 sirens installed in the country.[[28]](#footnote-28) In places not covered by the warning signal, the municipality ensures alternative warning through mobile devices of the IRS (fire rescue brigade of the region, police of the Czech Republic) or by a personal notification (through members of the voluntary rescue brigades of the municipality or municipal police).

When a crisis appears, warning is technically provided with the help of the so-called Integrated Alert and Warning System– a system of notification centers located with the fire rescue brigades and other entities involved in the integrated warning system. The system was designed to speed up and improve possibilities of informing citizens in crisis situations. Information comes to the centers from the crisis staff or from rescue services or other entities. Information is collected and notification to citizens is then made through sirens, TV and radio, outdoor speakers and sent through mobile phones and pagers. The notification centers operate at four hierarchical levels: central level (placed with the GD FRB for emergencies beyond the territorial reach of the regional centers; regional level; local level (placed with territorial departments of the fire rescue brigades); and the fourth level (located e.g. with the controlling departments of facilities which can impose serious damage, such as chemical plants) (Bakken and Rhinard 2013).

For early warning the Czech Republic has established the following towards professionals:

* ECURIE (Radiological/Nuclear)
* RAS BICHAT
* MIC
* EADRCC
* IAEA.

These systems are integrated within the civil protection system through the Operational and Informational Centre of the DG Fire Rescue Service of the Czech Republic.

The system consists of:

* Controlling workplace
* Electronic sirens with a controlling unit
* Appliance for transmitting radio signal to control sirens and verbal information transfer.

Operative information is exchanged via walkie- talkies, specialized electronic tools for data exchange on the internet and video conferences. Several web pages exist like the web page of the Czech Hydrometeorological Institute, Fire and Rescue Service, River Catchment Authorities. Also the Czech Flood Commission under the Ministry of Environment has special web pages for floods and flood warnings (Ministry of the Environment of the Czech Republic 2013).

# Capabilities

In the Czech Republic, an important role is played by the VFB. In 2012, this organization had 345,455 members (including 46,426 children and youngsters). There are 7,810 VFB at the municipal level, 77 district units and 14 regional units of VFB. VFB are typically established by the municipalities and financed mostly through grants from the MoI and the regions. The role of the VFB is also in rescue works and civil protection.

VFB are an important part of the IRS.[[29]](#footnote-29) Especially during floods, the VFB participate in evacuation, warning and humanitarian help. They are also trained and involved in exercises of the IRS. The members of the voluntary firefighters are also assigned to enterprise units such as chemical plants. (Union of Fire Fighters online)

Another important institution from the civic sector is the Czech Red Cross (CRC). In civil security, it focuses most importantly on first aid – both in a form of educational and training activities as well as actual provision of first aid at different events; search for missing persons after emergencies; and on humanitarian aid and disaster relief. In the field of first aid, the CRC is the main actor from the civic sector62. The number of members and volunteers (excl. employees) was 27,060 in 2011. The organization operates on the whole territory of the country. It has 70,381 members working in 1,712 local groups. Local groups (municipal level) are the cornerstone. On a higher level, there are 76 district associations. At the top of the organization is then the National Society of the CRC. There are no regional associations – one of the district associations is authorized to deal with regional institutions in every region. (CRC online)

## Human resources

In case of a major disaster, a central Crisis Staff at municipal, regional or even national levels is called upon who will give orders to an on-site commander. The Czech Republic has an "Integrated Rescue System" composed of the Fire Rescue Service, the Police, the Medical Rescue Service, NGOs, the municipal police and others. Commands on site are given by the authority with the largest part in the emergency response.

In the Czech Republic there is a long tradition of voluntary fire brigades with over 300,000 members. Since democratization in 1989, voluntary activities started to develop and to be organized on a professional basis. Volunteering is now seen as an integral part of the new ‘information/ post-industrial’ society in the Czech Republic. As stated by (Bakken and Rhinard 2013) the new volunteers exhibit a short-term, occasional approach to volunteering. Typically, the floods create large waves of solidarity with people helping in the affected areas. E.g. immediately after the floods in 2002, 45,000 donors and volunteers were registered. Other thousands of people were donating through phone-lines or SMS messages. Some other local civic organizations focusing at first aid exist as well (e.g. the professional Association of First Aid based in the town of Kladno in central Bohemian Region), yet they are far less important – e.g. the mentioned one has 15 members) (Red Cross EU Office 2013)

In line with (Bakken and Rhinard 2013) the CRC was typically involved during the floods of 2006: The main crisis staff of the CRC was called on 29th March 2006. The crisis staffs of the local groups cooperated with local authorities in the affected territories, e.g. in České Budějovice, Český Krumlov, Písek, Prachatice, Jindřichův Hradec, Liberec etc. The Red Cross initiated a collection aiming at post-flood assistance to the people. There are also other NGOs active partially in the field of civil security – mostly in organizing money or material collections and voluntary help. The best examples here are the ADRA organization and Caritas which participated in the post-flood assistance. However, the scope of these organizations is much broader and the assistance during crises is not their main focus. There is no official data on the exact number of active members. Typically, all of the mentioned NGOs are not directly financed by the state but they get part of their funding through projects which are financed by the state (by the ministries of Interior and Foreign Affairs in this case).

Legal persons are obliged to prepare for emergencies and to participate in the preparation of emergency plans and to provide assistance during a crisis when requested. They can be asked to do so by the regional president or by the mayor of the municipality. (Act nr. 240/2000 Coll., §29) Cooperation and crisis preparedness, however, have not always gone smoothly. E.g. during the floods of 2002 the Spolana Neratovice plant was flooded, leading to leakage of chloride. In the vicinity of the chemical plant, the highest degree of chemical danger had to be declared. Police closed roads and firefighters sprinkled the area with water mist which would “pull” the gas to the ground. Although the responsible company was sued for the leakage, the case was put to a halt. (Baroch 2004)

In the field of civil security provision, the absolute majority of bodies are public ones. As an example of private bodies, for-profit health rescue services can be mentioned. These are typically smaller than the health rescue services which are established by the regional authorities. They specialize e.g. in the transportation of patients or assist at various cultural and sporting events (paid by the organizer). Usually, one such organization exists in every region although they do not necessarily have an agreement with the regional authority or all health insurance companies.

Being an integral part of the IRS, the flight rescue services must be mentioned as well. Currently, there are 10 stations facilitating air rescue. This represents a very dense network (one of the densest in Europe) covering an overwhelming majority of the territory of the country. The flight rescue services are operated both by private (eight stations) and by state (two stations) bodies. The latter ones are operated by the Police Air Service and by the army. So far, there have been no criticisms on the functioning of the flight rescue services. (Bakken and Rhinard 2013)

According to (Bakken and Rhinard 2013) the role of private (for-profit) bodies in other spheres of civil security is slightly more complicated. During the floods of 2002, for example, there was a large group of relatively well organized citizens who in many cases voluntarily participated at the rescue actions, although they were not explicitly asked to do so. These were some 54,000 workers of private security services. Due to the absence of legal regulation of the activities of private security agencies, the integration of these into the IRS remains problematic. (House of Representatives 2002) It has to be noted, however, that this legislation is currently under preparation by the MoI.

Since 2003 the education on civil security has been again on the primary and secondary schools’ curricula.

Recently, the goal of creating a program for education of the population has been set[[30]](#footnote-30). The main responsibility rests with the MoI, in collaboration with the Ministry of Education, Ministry of Health and the Ministry of Transportation. Typically, the fire brigades are involved in the education of both public and administration. In 2009, the proposition was made to incorporate the topic of civilian protection into the curricula of pedagogic faculties of universities.

The education of teachers to teach the topic of civil security is also supported by the fire rescue brigades. In this way, 1,666 teachers were trained in 2011 in 126 different courses. In sum, more than 16,200 teachers were trained by the year 2012. (HZS ČR 2012) Also, governmental employees at all levels are trained in special courses on civil security management. In total 8,007 servants were trained in 2011. The participation of the mayors of smaller municipalities, however, is rather low compared to others. This can be explained by the fact that for the mayors – unlike the local government officials – this education is not compulsory.

At the central level, the training is organized by the MoI – GD FRB in cooperation with the ministries of Defense, Health, Finance, Environment, Administration of State Material Reserves, Police Presidium and the Security Policy Department of the MoI. The provision of education in the field of crisis management is obligatory by law. Since this legislation entered into force (in 2001), the training has been organized once in every election period (usually after communal elections). So far, the training for mayors has taken place in 2003, 2007 and 2011. (Svitáková 2011)

In the past, the government did run some educational campaigns, including TV spots. So far, the last TV spots directly related to civil security were aired in 2010. (Initiative for Civilian Protection online) In the years 2009-2010, educational spots were aired with the information on important phone numbers (campaign called “What to do When…”). At the regional level, the public is educated through regional press materials, and local radio and TV stations. For example, the Fire Brigades of the Moravskoslezský Region signed a license agreement with two local cable TVs. Six spots on fire and civil protection were made(The General Directorate of Fire Rescue Service of CR 2014).

The following table provides an overview on operational forces as mentioned above:

Table 27. Overview on operational forces for protection and rescue activities in the Czech Republic

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| Stakeholder Type | | Name | | Number of Personnel | | |
| Voluntary Organisation | | Fire Rescue Service ( Employed + Volunteers) | | 300.000 |
|  | | Czech Red Cross ( Employed + Volunteers) | | 88,000 |
| Agency/Department | | Czech Armed Forces | | 35,000 |
|  | | Police | | 18,000 |
| Private business | | Private security workers | | 54,000 |
| Total | | | | 495,000 |

## Materiel (non-financial) resources

Material resources are provided from the “Integrated Rescue System” composed of the Fire Rescue Service, the Police, the Medical Rescue Service, NGO, the municipal police and others. According to Obrusnik (2005) a special institution (State Material Reserve- AMSA) stores emergency relief items and distributes them during and after disaster accordingly with state, regional and local needs.

The generation of state material reserves is encompassed in emergency contingency plans. The ASMR makes sure that resources are contracted pursuant to the requirements of central government agencies. Furthermore, the ASMR supports their financing, renewal, replacement, lending, release, hiring, sale, storage, keeping and inspection.  
From the viewpoint of their purpose, the state material reserves divide into material reserve, mobilisation reserve, emergency reserve and humanitarian aid reserve.

The ASMR provides a coordination role in planning and supporting emergency economic measures. As a matter of priority, the ASMR makes use of material resources of private business entities, and, according to requirements by subject-matter Ministries, the ASMR generates and manages material reserves in commodities, whose ordinary production would not cover for increased consumption in state of crisis/emergency (Admiinstration of State Material Reserves- Czech Republic 2009).

**Material reserve** involves selected primary raw materials, materials, semiproducts and products, designated for supporting national defence capability, for consequence management efforts following emergencies as well as for the protection of vital national economic interests. The material reserve chiefly includes primary mineral inputs for oil, metallurgical, chemical, textile and food industry. A decisive portion of the material reserve comprises an emergency stockpile of oil and selected petroleum products in quantity and structure according to requirements under the Act No.189/1999 Coll., on Emergency Oil Reserve, as amended, which implements in the Czech legal order the European Commission Directive No.1968/414/EHS, amended by EC Directive No.1998/93/ES.

**Mobilisation reserve** comprises primary raw materials, materials, semiproducts, products, machines and other property designated for ensuring the production of necessary assets for armed forces and armed security services, especially for the state of war or the state of national war threat.

**Emergency reserve** includes selected primary materials and products, designated principally to ensure critical supplies to sustain the needs of the population and for operations of emergency services and fire rescue service units. The reserve is generated in the case when the necessary materials and products in support of crisis management are not available on national territory in necessary quantity and/or in given timeframe.

**Humanitarian aid reserve** comprises selected primary materials and products designated for a definite period of time to sustain essential life needs of persons who have suffered a grave material damage in an ongoing emergency. That particularly involves foodstuff for individual consumption, critical sanitary aids and the like. In justified cases, they are transferred to municipal government authorities responsible for their distribution to citizens.[[31]](#footnote-31)

## Training

The Ministry of Interior in order to coordinate the performance of state administration in the frame of crisis management organizes briefings and training sessions and participates in training for acquisitioning special professional competence of the crisis management staff. All members of the Fire and Rescue Service of the Czech Republic and members of other fire units are trained to provide effective help in emergencies. Exercises have been regularly organised and the training follows internal Czech standards for crisis management (Expert Interview 2014).

The planning process starts by preparing the annual training plan (national, regional and local). The preparation of annual and monthly exercise plans follows. Each fire station and each regional Fire and Rescue Brigade have their own exercise plans which are coordinated at national level to ensure that other services (regional Medical Rescue Services, the police, the army, ministries and other bodies of the Integrated Rescue System etc.) are incorporated into these plans.

Exercise facilities include, for instance:

* Any possible parts of real environment
* Any possible real facilities (buildings, factories, collapsed structures, streets, roads, motorways, rivers etc.)
* Local training facilities within regional Fire and Rescue Brigades
* Military training facilities
* Training facilities of other bodies of the Integrated Rescue System.

Guidelines for exercise planning: The guidelines are found in the Directive of the General Director of the Fire and Rescue Service No. 7/2009 on the recommended procedures for preparing and performing exercises. According to the Conception of Civilian Protection (Conception 2013), the authorities are responsible for raising awareness about civil security among the public. The *education on civil security* (called “civil defense” at that time) was completely abandoned in the early 1990s with no substitution, resulting in relatively low knowledge of the population about what to do in the state of crisis.

Since 2004, the country has regularly participated in EU crisis-response exercises. These include EUDREX (October 2004), EUPOLEX (June/July 2005), EURATECH (April 2005), ALBIS (May 2008), EU COMMAND POST (May/June 2010), EU CARPATHEX (September 2011), EU COMMAND POST (November 2012) and TARANIS (June 2013). The range of these exercises varies from floods and earthquakes to chemical, biological, radiological and nuclear threats. (European Civil Protection online) the Czech Republic also takes part in other international exercises, such as the MODEX exercise of civil protection modules organized by the Falck Company in Denmark in January 2013 where the Czech Trauma-team participated. The country participates in the provision of aid under the EU Humanitarian Aid and Civil Protection Directorate General (also known as ECHO). (EDRIS online) The Czech Republic also participates in the EU exchange of experts programme. Under the theme *Improve Crisis Management/ Stronger EU Disaster Response* the country was a lead country in 2012. (FEU 2012), (Bakken and Rhinard 2013).

## Procurement

### Procurement regulation

The main tool of the Union Civil Protection Mechanism is the European Emergency Response capability (EERC), which consists of a voluntary collection of in advance prepared Member States response capacities including modules, further response capacities as well as the experts. Joint procurement involves sporadically Slovak Republic, but there is a need for additional legislation. Interoperability is not developed fully (Expert Interview 2014).

Civil protection modules are formed from sources of one or more Member States and they are able to carry out the predefined tasks in the area of response, in accordance with the implemented international instructions. The basic advantage of modules is that they can be deployed at very short notice following a request for assistance through ERCC and can work self-sufficiently and autonomously for a given period of time. At the same time the modules are interoperable with the other ones and are able, if needed, to cooperate with other bodies of the Union or international institutions, in particular with UN. Modules are registered in the CECIS system and closely connected to European response capacities.[[32]](#footnote-32)

Within European Union there are c. 200 modules registered which are split into 17 types (MS Line Publishing House 2014). At present, the Czech Republic makes available through the Mechanism for civil protection EU the following modules (MS Line Publishing House 2014):

* + 2x Medium urban search and rescue modules (MUSAR) - a unit for search and rescue operation in cities in medium conditions;
  + 1x Heavy urban search and rescue module (HUSAR) - a unit for search and rescue operation in cities in heavy conditions;
  + 1x High capacity Pumping Module (HCP) - a unit for the pumping and discharge of large quantities of water;
  + 1x Chemical, biological, radiological & nuclear detection & sampling (CBRNDET);
  + Flood Rescue Boats (FRB) – a unit for flood rescue in boats;
  + 1x Advanced medical post (AMP) – a unit with advanced medical post.

Czech Defense Ministry (MOD) procurement is plagued by lack of transparency and remains an arena for shady business deals. Successive governments seem to have viewed MOD contracts as a way to reward themselves and their political supporters with lucrative business deals, cheap asset sales, and kick-backs.[[33]](#footnote-33) The latest controversial contract for the light-armored vehicles suggests that politicians appear able to manipulate the procurement process by utilizing single source tenders, requiring the use of preferred intermediaries,[[34]](#footnote-34) and paying higher prices than other countries for similar items. Similarly, the case of the barter/sale through EADS of redundant L-159 aircraft for Casa C-295 transport aircraft seemed to be yet another attempt to circumvent an open, competitive tender.[[35]](#footnote-35) As in the notorious 2004 Gripen fighter aircraft procurement, the Czech government has shown little political will to investigate possible high-level corruption.[[36]](#footnote-36) The large Pandur contract and the tender for new light armored vehicles were two key tests of the MOD's ability to successfully conduct large procurements.[[37]](#footnote-37) Czech officials have taken some tentative steps toward cleaning up the procurement system. However, much more transparency is needed within the Czech MOD to prevent politicians and defense officials from manipulating the defense procurement process for personal and political gain.[[38]](#footnote-38)

* National legislation on procurement not covered by the EU directives

The award procedures for procurement below EU threshold are foreseen by the directive 2004/18/EC. In addition simplified procedures below the threshold can be used. In the simplified procedure below the threshold, the contracting authority shall invite not less than 5 candidates to submit tenders and to demonstrate the fulfilment of qualifications by means of an invitation in writing. The contracting authority shall make public the written invitation in a suitable manner for the entire duration of the time limit for the submission of tenders. The contractiong authority has to use the publication forms laid down by the commission regulation, except for the invitation to the below threshold procedure. The forms have to be published at the national web Public Procurement Information System.

### Procurement procedures

The Legislation on public procurement according to the Act on Public Contracts provides several options for the contracting authorities to open up a public procurement using of the following procedures (Global Legal Group 2010):

* + open procedure;
  + restricted procedure;
  + negotiated procedure with publication;
  + negotiated procedure without publication;
  + competitive dialogue; and
  + simplified below-the-threshold procedure.

The acquisition of state material reserves and their using provides the Government of the Czech Republic. The state material reserve involves selected primary raw materials, materials, semi-products and products, designated for supporting national defence capability, for consequence management efforts following emergencies as well as for the protection of vital national economic interests (European Defence Agency 2014).

Fire Rescue Services of the Czech Republic have been strongly involved in the procurement of CM Tools, which is well coordinated (Expert Interview 2014). However, the procurement process in cooperation with non-EU countries is not relevant for the Czech Republic.

* Structures responsible for public procurement at central, local and regional level.
  + Office for protection of competition
  + Ministry for Regional Development: it has been established by the Act No. 2/1969 Coll. On establishing ministries and other central authorities of state administration of the Czech Republic, as amended. It is responsible for governmental proposal of legislation on public procurement and concessions contracts.

Every contraction entity is responsible for its own procurements. If contraction entities associate or group in another way for the purposes of common action aimed at the award of a public contract they are considered as the contraction entity.

The Act on Public contracts enables to conclude a contract with central purchasing body. Central purchasing body can be any Contraction authority which is obliged to award public procurement for other contraction entities by contract. It is not created by any state decision.

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## Niche capabilities

In the view of the expert, the Czech Republic benefits especially from the relief goods stockpiles and the close cooperation with military actors (Expert Interview 2014). As it has been found out within the ANVIL country study, the Voluntary Fire Brigades with its 300,000 personnel resources provide a beneficial contribution to the security system in Czech Republic (Bakken and Rhinard 2013). The voluntary organization is participating as an official part at the Internal Rescue System (IRS). Furthermore, Bakken and Rhinard (2013) have indicated, that the provision of assistance of the Czech Republic in several missions abroad have been widely acknowledged.

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37. <http://www.globalsecurity.org/military/world/europe/cz-budget.htm> [↑](#footnote-ref-37)
38. <http://www.globalsecurity.org/military/world/europe/cz-procurement.htm> [↑](#footnote-ref-38)