

SUPRANATIONAL PARLIAMENTARISM: THE CIVIL PROTECTION MECHANISM – A CASE STUDY

Abstract

.How can we define the intersectionality measures within the member states of the EU, how these are being expressed through national parliamentary procedures and what can we do to enable the unanimity of the European Parliament, in order to enhance its role and connect more effectively the links of the EU to the national parliamentary procedures. The committees of the European Parliament have been gaining depth in their handling of information, as something more and more vital for the functioning of the European Parliament. On the other hand, they have increasingly seen themselves involved in a broader flow of information that also runs across the two other main European institutions, the European Commission and the European Council. Before turning to the internal flow of information, it is useful to examine the broader context just mentioned. By means of the committee procedure commonly known as comitology, the institutions of the European Union monitor how laws are implemented. The Treaties of Rome did not foresee such a comitology system. It was not until 1987 that the Single European Act introduced a legal basis requiring of the European Council to set out the different procedures involved: those would be laid out by the first comitology decision of the same year. According to that decision, comitology committees are recognized as part of the European Union's broader system of committees that help to make, adopt, and implement European Union laws. The committees pertaining to that system have been increasingly criticized, particularly on the grounds that they do not necessarily align themselves with common democratic practices (lack of openness and transparency, feeble or inexistent accountability, etc.). However, they always adhere to principles of consistency and standardization.¹⁵ For instance, the high number of committee consultations within Common Agricultural Policy (1889 in 2000) allows some authors to talk about the existence of a parallel European administration, de facto sharing responsibility with national administrations for the implementation of EU policies.

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Disclaimer: This dissertation is a result of a collection of data and a qualitative analysis which consists of personal views and opinions to an extent, in order for the facts to be linked with the preferred scholarships in the Methodology.

Introduction

To fulfil the promise of a 'Europe that protects, the EU and its Member States must be able to respond effectively when a crisis or disaster emerges. The ultimate proof of this; is found in the solidarity clause of Article 222 of the EU, which in theory makes us obligated by law as member-states of the EU to assist and provide support to the EU country which is under attack either natural or man made disaster. As the EU Civil Protection Mission speaks for the whole of the EU's work and is one of the most tangible instruments of European solidarity, we find it an important case for identification of the factors that lead us to facilitate or hinder effective EU cooperation.

Multiple crises and disastrous incidents have led the European Union to enhance the effectiveness of cooperation between its member states, in civil protection matters, prevention and risk management. The EU's expanding role in civil protection reflects its increased involvement in other areas of security, such as the fight against organized crime, the fight against terrorism and cyber-bullying. However, in the light of recent cross-border crises in the EU, manifested in the refugee crisis, terrorist attacks and natural disasters, it is not clear how effective these EU cooperation arrangements can be due to the differences in the way national civil protection is organized and because of the question of whether there is sufficient trust within and between the organizations involved. Furthermore, it is unclear to what extent structural and cultural factors relate to how civil protection and crisis management officials perceive the effectiveness of these arrangements. Using data throughout a qualitative analysis, my results to shed light on the factors that promote effectiveness at national and European level in civil protection and crisis management.

The civil protection is a strategic and political approach created to prevent people from damage and disastrous incidents. In its core, as a central target the civil protection "approach, whether it derives from the union of European states or the US or other continents and unions around the world and in a domestic level of a nation, is the ability to react quickly in cases of emergency or, even better and if possible, to prevent such cases effectively and protect human and natural resources. This was stated in the European Parliament and Council in 2013, in regards to the European Civil Protection Mechanism. Available literature enabled us to identify a number of challenges that governmental organisations and agencies must be able to tackle in order to connect crisis management with public administration and perform prevention actions through cooperation, effectively and in a legitimate way in times of domestic crisis and emergency (Ansell et al. 2010; Boin and 't Hart 2010 Christensen et al. 2016a; Parker and Stern, 2002). Looking at the specific civil protection objectives set by Member States and the EU in the 2013 civil protection legislation and in the attempt to elaborate the factors needed for effective crisis management, important data is given on how they rate the capacity of both national civil protection organizations and EU-level organizations such as the Directorate-General for European Civil Protection and the Emergency Response Coordination Center (ERCC), which attempted to carry out certain tasks and activities central to their mission. Moreover, we will go through the changes of policy which led us to the creation of cooperation mechanisms, taking into account progressively throughout the years the municipalities and the domestic policies to ensure risk prevention, such as the INTEREG and RescEU; paradigms of the attempt of an international mechanism to consider broadly the factors of security that we are able to derive from smaller parts of the union and enhance citizen's preparedness.

The research question I will investigate in this thesis is: **International Cooperation in Security: from the Union to the state – from the state to the region, levels of Europeanisation and layers of cooperative actions through Intersectionality for the citizen’s preparedness : the case of European Civil Protection Mechanism**, a common, public good or, at least, this is how it should be perceived and implemented; it is in fact a bottom -up scheme that is built and can only function from the smallest municipality up to an international level. We examine all those qualities and events that have formed it as we know it today and how or whether the international “public good” has been influenced from national and regional characteristics of “preparedness” that today have an impact to many others on a pan- European level. Our aim here is to explore the relationship between two theoretical perspectives on citizens’ preparedness , the organizational structure perspective throughout a historical review of the civil protection mechanism, intersectionality and culture perspective, with the aim of assessing the impact of structural and cultural factors on the effectiveness of core crisis management tasks related to civil protection. We begin by drawing together discussions of public administration and trust and the growing body of research. For example, there is conflicting scholarship on whether or not hierarchical organizations can coexist. In addition, we also investigate a number of individual factors such as gender, education, training in regards to the accessibility in those public good in a local and regional level to the citizen, which can be perceived as a dependent variable (DV) of a pan-european crisis management. The subjects of this study are the leading agencies responsible for civil protection and crisis management of the member states that are participating in the EU Civil Protection Mechanism.

Methodology

a. Thoughts on cooperation and the role of public dialogue throughout the linguistic plurality in the EU

Marx defines co-operation in Chapter XI of *The Capital* as: "The form of labor of several men working side by side and together according to a plan, in the same process of production or in processes of

different but connected production". Here are the elements of sociality and interdependence, so fundamental today: the original sociality of homo sapiens is exposed within the productive process together with the typical sites of politics. Acting in concert, taking care of common affairs. The problem of cooperation has interesting ramifications, especially regarding the relationship between the social mind and the individual mind. The question is whether it is necessary to think of the human mind from an individual point of view first, a complete and original mind that only then enters into relationship with other individual minds, or, on the contrary, to take sociality as a criterion of inquiry of the mind, where "we" precedes "I".

This thesis describes a historic framework of how international and intergovernmental institutions came across the need for security and sustainability by creating a common mechanism, a tool able to enhance the proactiveness and safety in security matters that concern mostly the individual, the citizen per se and smaller or larger communities or, even better, whole states.

b. Moving ahead, at this point I would prefer to address the antithesis of the anti – capitalistic

Gramscian theories regarding the concept of power; which is a product of thought passed into praxis, only under the scope of being implemented to collectively dominate a large amount of objects (whether these are states or a group of citizens) and compare it with the “acceleration” of civil protection mechanisms and tools and its methodology, throughout its historical background.

Considering the fact the Civil Protection Mechanism was created by (1) the emerging need for security after catastrophic incidents (2) the perception or realisation that what happens to one member state affect the neighbouring states (which is as well very similar to the scheme stated in the Limitations: security and citizens

preparedness starts from the individual and grows and expands to the mass / one to many / bottom – up scale).

Secondly, it remains a question whether the Gramscian “cultural hegemony”, which in this case can as well obtain the meaning of the information hegemony (as it is proved by this thesis that governments and international parliamentary actors changed drastically their security policies only after hearing and processing the information given from member – states and municipalities as an input which enabled them to create risk prevention strategies and laws) it applies here as a negative factor and a manipulative way by implementing same policies over a field of geographical continent with many differences and inequalities in their risk management capacity. In this case “cultural hegemony” and the way to establish it might be beneficial for the individual and the mass, given the fact it has been realised in such a way under the scope of security.

And finally, as stated before throughout this thesis, if international risk prevention should consider first the individual, and if the preparedness of the individual it is co-dependent on his access to information, updates, and related educational activities, how negative can be a common belief implemented by an international security and prevention tool for the many? What are the changes this prevention mechanism can bring to a municipality or a small community – as I am trying to prove that the Mechanism starts and should start from the individual, the small city or village and then expands into a wider field?

Wasn't the circulation of information that kept the European member – states in line when they had to face a pandemic? Wasn't the circulation of false beliefs and fake news that made the experts' work more challenging in their attempt to follow the instructions from their national governmental actors? According to the Gramscian approach about the language, the words, the intellect which becomes praxis and forms the “cultural hegemony” for the many, how someone who is willing to understand and re- evaluate the Civil Protection Mechanism should treat the information or misinformation matters related to citizen's preparedness and the maintenance of the shield of unity this mechanism aims to build? Comparing the most capable member – states in an international union, to other smaller states in capacity, how do we think the most capable states would secure their resources? Are they “falling short” by offering their aid to many and by expecting to receive back enough aid in order to cover their needs when in a crisis? It is reasonable to think and reflect on how, at times, the cooperation of unequal parts is possible to be imagined, perceived, requested and desired individually and differently by each everyone of us, and finally a civil protection mechanism implemented by a “hegemonic” and “capitalistic” approach and methodology but yet -in antithesis to Gramscianism- can it only benefit all members in a union, when is created under the scope of peace and security matters? Is the Civil Protection Mechanism and Human Rights the solution of Europeanisation and effective cooperation? Moreover, It is important to examine and identify whether this “hegemonical” structure is succeeding because it was created and was implemented following different criteria and many layers of “European intersectionality”.

Also, the creation of such mechanisms, can be used as a tool for negative manipulation but yet we have not seen anything like this happening. It is indeed possible to “manipulate” the resources, accessibility and the capacity of an international risk prevention mechanism for purposes opposed to its main target; which is to overcome borders, limitations and polymorphic, different states in order to provide common access and right to risk prevention. It would be an appropriate question at this moment, whether we should investigate further the potential of such mechanisms, in order to become knowledgeable on how to prevent the misuse of such mechanisms, especially when these have the capacity of being misused under security and risk matters.

- c. On the other hand, Kant suggested that the state is or should be the perfect resemblance of the citizen by the adoption and application of ideas with a high humanistic (and probably humanitarian) concern. Moreover, stating the fact the project of the European Civil Protection Mechanism was born and was continuously developed only after several emergency events, and in some cases municipalities were those which deliberately enhanced with their techniques the Mechanism, shouldn't we ask if such

strategies / mechanisms have purely emerged from free will, tolerance and acceptance of the neighbour's differences and consent over the offer of humanitarian aid whenever needed and for whatever reason that contains risk and safety? It emerges then the thought of how human laws and human rights (as they are formed today) can enhance the quality life and security of the individual / citizen, without this time asking anything in return, forgetting at the same time differences that in other cases can cause even conflict in a union of states

d. From catastrophe to catholic humanitarian laws and conscience

In my opinion, the most common characteristic of Kant and Gramsci; is the fact both started their reflections sourced from negative events of their lives and a skeptic approach on what was presented to them as the solution at that time, or the "ideal" reality, the most easily reachable and liveable, although they arrived in positive conclusions, and wanted to create the potential of happiness and harmony of the individual amongst others and when governed. This is, I think the nature of the Civil Protection Mechanism. It remains only to investigate in future researches, how municipalities or states were under the "condition" of a Europeanisation in-process, or whether the civil protection mechanism of the UN, which many times served as an indicator to form the European Civil Protection Mechanism, was equally or unequally influenced, so we would be able to speak about Europeanisation of other continents and unions as well, to an extent.

Limitations and looking ahead

The question arises in the eleventh chapter of the first book of Marx's Capital. It is important to understand why the work is a social act. The first assumption consists on thinking that the sociality of the production process is revealed to the extent that my work becomes comparable to the work of another, and through social tasks the sociality of labor is thus directly assigned to exchange value.

On the other hand, we consider the concept of collaboration by focusing on the interaction of work tasks. These are essentially interdependent, interrelated, as well as materially connected.

Unions', states', citizens' preparedness, therefore is something very well expressed within the patterns of various civil protection mechanisms, but still issues of identifying and protecting intersectionality and cultural characteristics of each state on whether these factors are either an element of unity or an element of negative functioning to this common mechanism, exists.

Approaching closer the historical acceleration and development of international risk prevention and management mechanisms, I came across the realisation that all those strategies, used from primary data sources; such as public dialogue pieces, parliamentary questions and discussions, conferences or even simple gatherings of citizens in their closest municipality centres, became an actual tool in order to reform security strategies of prevention in a national level (and only later international), in most cases when citizens had already suffered or came across an emergency case.

It is safe though to say that international crisis prevention and security mechanisms couldn't prevent much in the past, as they were built by empirical approaches and only after the disaster occurred. Only recently we noticed in some cases, such as in the case of wildfires in Greece in 2021 and in France or Italy during the same year, that the European Civil Protection Mechanism indeed prevented many incidents throughout a chaotic state of emergency of three different European countries at risk at the same time. Whether the Civil Protection Mechanism can be legitimately liable and trustworthy as a tool, no diagrams, quantitative or qualitative researches nor statistical data can tell. Trying to identify and monitor the results of preparedness of Civil Protection Mechanism was challenging for the above reasons.

Moreover, except from the fact the European Civil protection Mechanism has a certain level of capacity for prevention nowadays, and as noticed as well during the Covid – 19 pandemic; we still have to enhance its

capacity and liability, the second issue emerging from this thesis is the fact that “preparedness” first has to take place in a local (national and regional) level and it can be enhanced or enhance or both, the international risk prevention mechanism.

Both of those - still unsatisfied – matters of security, are utterly depended on the collection of reliable data, after monitoring all the related to risk and emergency events within a community. During the research procedure of this thesis, the absence of valuable, substantial data from the sources available; were missing. Moreover, the criteria and the target behind a selection of data is the most important matter to address, as very few researchers or governmental institutions were ever focused on the core of the emergency preparedness, and that might be the each and every citizen’s personal preparedness in a local (national and regional) level. And though it is not the main theme of this dissertation, it would be beneficial to discuss how to monitor and spot the patterns of individuals in a community, during and after a case of emergency with the help of technology. This could lead as well to a crucial change in educational courses or actions, or the creation of new NGO’s for community involvement in security, AI “common” literacy and sustainability matters and engagement with social risk prevention services.

1. Civil Protection

1.1. A paradigm: Wildfires in Greece, Italy and France and the necessity for risk prevention.

In July, 2021 Greece, a state member of the European Union, one of the most remarkable countries for its natural thesaurus and a “home” to some of the most important ancient and archaeological sites and monuments in Europe, suffered from a huge natural loss when multiple wildfires were activated for 30 days in a row.

A heatwave of 47,1 C was enough to cause the loss of 3 human lives, uncountable houses and fortunes and more than 720,000 hectares of forest land, with even highest temperatures expected in the following years as one of the greenest and naturally prosperous countries in the European continent is now left with the half of its green land.

It was a natural disaster caused by climate crisis in a country still heavily affected by the pandemic of Covid- 19 and additionally to the aid the country was already receiving in vaccines and funds for citizens who had to self-isolate, all European state members and other states included in the Civil Protection Mechanism alliances in times of emergency, such as Turkey and the United Kingdom, rushed to contribute with their very own resources, technical and water supplies and human capital in order to save as much as they possibly could from the forest lands in the Greek and European territory. At the same time, in 2021 in Sardinia (Italy), multiple wildfires were suffocating the southern part of Italy when in 2022 in Corsica (France) the Civil Protection Mechanism is already actively trying to prevent this year’s natural catastrophe caused from the heatwave and climate change, where wildfires have destroyed one of Europe’s largest campsites in south west France, mourning the loss of 150 hectares and wildlife (animals, rare trees and plants).

1.2 The creation of Civil Protection Mechanism in the EU

Acts of solidarity and human aid between different nations were very well noticed in history even before the European Union existed. After the Second World War, considering the need for a better economic cooperation, and aiming to enable more effectively the independence between countries and reduce the possibility of risk and conflict in people’s lives, even before the birth of the fraternal European feeling, the

European Economic Community was founded in 1957 with the Treaty of Rome. After the agreement of Belgium, Germany, France, Italy, Luxembourg and the Netherlands; and yet another 22 countries that joined the so-called “single market”, drafting other treaties such as the 1992 Maastricht Treaty and the Lisbon Treaty in 2007. The 27 member-states that were included to this agreement opened a wider window of emerging strategies and the tasks, that cover a wider range of issues than those set out in 1957. It should be emphasized that the Maastricht Treaty includes, among the strategic lines under its competence, measures in the field of Civil Protection Economic issues of great importance by that time, were jeopardised by topics such as the single currency, agriculture, culture, environment, support for regional development, humanitarian aid and migration. These matters are not only related to legislative instruments, but to a broader sense of brotherhood and belonging to a large family which is made up of 27 different cultures. The choices of individual countries have an impact on others, and therefore also difficulties related to Civil Protection emergency crises, which have no geographical borders, affect the economic and social aspects of the whole Union, reinforced by the principle of solidarity and by the ever-lower disaster recovery times.

It was that time when the Civil Protection had also become part of the European strategic targets. This is due to the fact that each country had different languages and protocols in the field of forecasting, prevention, emergency and return to normalcy; thus making cooperation under the principle of subsidiarity; a challenging problem to resolve. The common denominator was their mission, although it declined in different ways. The forerunners of the European mechanism were different, the first being Council Resolution 87 / C 176/01 of 1987 established the first forms of collaboration and cooperation through the creation of a manual, the supply of an upcoming exchange of key – workers from certain professional areas and the commencement of a common analytical research and strategy under the aim to identify other areas of cooperation. Cooperative initiatives increased as the dialogue between the countries deepened. In 1994, Resolution 94 / C 313/01 called for the strengthening of the primordial mechanism through more structured action and the adoption of new initiatives. On this basis, in 1995 the Commission submitted to the Council the draft decision on a "Community action program for civil protection". Thus, the form is that of an action plan, therefore an undeniably gentle tool that laid the foundations, but that immediately felt the need for more structured and clear forms of cooperation.

1.3 The pathway towards Civil Protection and questions of centralisation

a. The Maastricht Treaty

The Treaty on European Union signed in Maastricht in 1992 aims at the promotion and socio-economic progress of people, also strengthening of European cohesion and environmental protection. It is clear that the will of the signatory states was to protect the environment by integrating this issue into a wider framework of economic development. For this reason the community has set as its goal development, in Article 2 , but with a sustainable and environmentally friendly perspective without forgetting and increasing social protection and solidarity between member states. We find that these principles are clarified in Article 3 through the conditions imposed on signatory states, such as appropriate environmental policy and development cooperation and the implementation of measures in the field of civil protection. The Council Resolution of 1991 was adopted with the aim of improving mutual assistance and protection between Member States in the event of a disaster, but the instruments and policies implemented have not proven to be sufficient to deal with emergency situations. In 1998 the Council adopted the United Nations Convention not only on the transboundary effects of industrial accidents, but also on their prediction, prevention and joint emergency response.

b. The Treaty of Lisbon

The European Civil Protection Mechanism was founded based on the feeling of fraternity and mutual assistance between Member States, to such an extent that the legislator, with the Treaty of Lisbon, wanted to dedicate and establish the solidarity clause. This clause requires Member States and the Union to act together

in a spirit of solidarity when one or more States may find themselves in a difficult situation due to man-made or natural events or terrorist attacks. The Union takes action by mobilizing means, personnel and resources, including military, made available by Member States to prevent and reduce the threat and risk, with the aim of avoiding the occurrence of a specific event that could affect the institutions and the population. In fact, the aim is to protect the latter and to provide assistance in case the event occurs at the request of the local authorities.

The basic principle of the European system is the principle of subsidiarity. A principle enshrined in Article 3B of the Maastricht Treaty, which marks the resumption of the Union after the reunification of Germany, stating that "in areas which are not its exclusive competence, the Community shall intervene, in accordance with principle of subsidiarity, only if and to the extent that the objectives of the envisaged action cannot be sufficiently achieved by the Member States and can therefore, by reason of the size or effects of the action in question, be better achieved at Community level.

In 2009, with the Treaty of Lisbon (2007 / c 306/01) amending the Treaty on European Union and the Treaty establishing the European Community, the mechanism was strengthened by recognizing Article 2 the Civil Protection as a separate subject, by delegating powers to the Union to undertake actions to support, coordinate or complement the action of the Member States. For this reason, competence was transferred from the Commission's Directorate-General for Environment 67 Article 3 B of the Maastricht Treaty (1992) to the Directorate-General for Humanitarian Aid and Civil Protection and from 2010 to a competent European Commissioner for the matter was defined. The Treaty dedicates Title XXII to the subject of civil protection, stating in Article 176 the objectives that the Union has set in this matter. Indeed, the Union aims to support the cooperation of the Member States at various administrative levels (national, regional and local) with the aim of integrating and strengthening policies concerning the prevention and prediction of natural or man-made events and in the event of the events they should develop into emergency situations, also ensuring the rescue intervention of the other member states. This objective can be achieved by promoting cooperation in the operational field between the Civil Protection services of the Member States and by highlighting the Union as an international actor, without thus limiting the exchange of information only with the Member States or the United Nations Organization. To regulate the matter, it establishes the use of the ordinary legislative procedure, making the European Parliament and the Council debate in such a way that decisions are taken by simple majority rather than consensus, which reduces the influence of the unitary state, a realization of a European vision.

Therefore, initially and wherever possible, rescue operations should be carried out by the political-administrative organizational unit closest to the citizen. But when this is not possible due to the severity or extent of the disaster, the highest levels of Civil Protection are required to support In fact, a state, regional or isolated areas of the Community could have deficiencies in the local Civil Protection system and this could have negative consequences in the event of disasters to people, animals, the environment and goods. In this case, the help that would come from the Community mechanism and that would actually make up for the local shortages is crucial. This does not only happen in emergency situations, but can also happen due to the support of national mutual aid policies

2. Municipalities : how the individuality obtains a common purpose and unions a bottom-up strategy

2.1 First steps to a common creation: how subsidiarity led to a political change

The idea of a European Civil Protection Mechanism was implemented in the late 1990s, after a series of environmental disasters and catastrophes, where the intervention of a single country was not enough, such as the earthquake in Greece or forest fires in Spain.

The beginning of the European Civil Protection Mechanism was the two-year Community action plan for civil protection introduced by Council Decision 98/22 / EC, in 1997. Among the main strategy of the Community action plan was the preparation of national bodies, societal engagement by offering tutoring and reassuring awareness of citizens in pilot projects, and mobilization for European and international emergencies. Using and creating tools like these was needed to integrate both national and increased voluntary and mutual assistance between European countries.

This mechanism was activated not only in the European territory but also outside European borders in emergency crisis cases; such as in 2017 in order to provide assistance for the earthquake in Mexico and to help the population affected by the explosion in Beirut in August 2020. By initiating and strategising the project of the European Civil Protection mechanism, the geopolitical world has certainly changed since the events of the 11th of September 2001, when the West experienced the devastation of terrorism attacks. Considering the terrorism evidences in Madrid (2004) using bombs, which resulted in 192 deaths and more than 2,000 injured citizens; when organised teams of experts trained to identify, monitor, rescue and transport injured people from quake-hit areas, the fight against terrorism is not part of the tasks of the European Civil Protection Mechanism, but if necessary it can be activated given that it is based on the principle of subsidiarity and this intervention can be seen as a European commitment to resolving crises by joining forces of other, foreign countries.

Moreover, as an extension to the initial plan, a new five-year program was introduced by a Council Decision 1999/847 / EC, in 1999. The action plan presented above, was a part of a process which served for the Commission to strategise their future steps, as the first concerned the creation of a financial instrument for civil protection. The new Article was intended not only to finance emergency response but also to prevent and prepare for disaster management and gave an emphasis on the recast of the mechanism, with a substantial review of its operation with risk prevention and the creation of European civil protection units, by the Council Decision 2007/162 / EC adopted in 2007. This included a wide range of actions; such as to monitor and enable all phases of the emergency “cycle”, the first action plan, the research, study and information dissemination actions. In the meantime, the idea of using a common language and procedures was born with a structured, specific and permanent way of delivering the best results of the action plans, ongoing initiatives and awareness. The European Civil Protection Mechanism was formally established by the European Council Decision no. 2001/792, in 2001 entitled "Establishment of a Community mechanism to facilitate enhanced cooperation in civil protection assistance interventions" to reform the action plan with a view to not only contribute and co-operate but also to provide financial support for mission resources in the affected country.

The mechanism was equipped with a Monitoring and Information Centre, originally located in the structures of the European Commission's Directorate-General for the Environment with the aim of exchanging data and information within the mechanism. Moreover, It has contact points in the Member States, the so-called European co-operation services, by enabling the effective and immediate share of common resources, helps the institutions of the affected country to assess the situation and make requests for assistance, but this activity is by no means a form of management or control.

After the amendments of 2007, in the area of Persecution and Response, which is included in the Counter-Terrorism strategy; set by the European Council, together with Prevention and Protection as their main three areas of action, we find again the contribution of the European Civil Protection Mechanism: this involvement includes both operational capabilities and the integration of the Commission into the new EU coordination mechanisms for crisis and emergency management. Since 2009, the Mechanism has been further strengthened

with the entry into force of the Lisbon Treaty, which for the first time recognizes Civil Protection as a separate issue, with the transfer from the Commission's Directorate-General for the Environment to the Directorate-General for Humanitarian Aid and Civil Protection.

2.2 The management of Civil Protection through the unity of Municipalities

One of the innovations introduced by the Code of Civil Protection is the discipline of the Associations of Municipalities in the field of Civil Protection, leaving no freedom in the individual organization associations to decide. For the relevant management of the Civil Protection service, from an organizational point of view, the aspects that must be taken into account in the local area are: the extension, the morphology of the territory, the population and the type of Civil Protection service. The Civil Protection service is a fundamental function and a necessary local service, especially for municipalities with less than 5,000 inhabitants, that cannot fully exercise this function due to the scarcity of available resources. By applying economies of scale to management costs, funds can also be sourced and used for the Civil Protection service. The relative management of the Civil Protection service makes it possible to offer an overall better quality of service, since there is a strong and common form of association, it offers the local government the opportunity to organize, at the inter-municipal level, an inter-municipal - Municipal Operational Center and elaboration of an inter-municipal plan civil protection, essentially supporting the anticipation, prevention, emergency and recovery phases. Given the criminal, civil and administrative liability and the non-delegation of certain decision-making tasks of the individual Mayors, it is the supra-municipal body that can best ensure the participation of the Mayors in the assigned tasks.

b. The regional model of an associated Civil Protection organisation

In the Attica Region within the Unions of Municipalities, the case study taken as an example for the inter-municipal management of Civil Protection is that of the Municipalities of Capandriti, Malakassa, Sefdali, Polydendri, Thrakomakedones, Stamata and Rodopolis. By agreement between the Municipalities, the inter-municipal coordination of the emergency is carried out, which includes the creation of an Inter-Municipal Civil Protection Plan and the operation of an Inter-Municipal Operations Center in the event of a disaster. The agreement assigns to the inter-municipal services operational tasks in the field of Civil Protection in cases where: - the effects of the emergency event, also at the traffic level, affect the territory of several Municipalities.

This strategy has also to consider the intensity of the emergency event, even if it occurred on the territory of a single municipality, is such that it cannot be dealt with by the resources of the municipality or local volunteers.

- the impact or extension of the emergency event, if it occurred in the territory of a single Municipality, is such that it requires the movement of citizens to structures of other Municipalities.
- the extension of the emergency event affects the territory of several other municipalities;
- the nature, intensity or extent of the emergency event.

"In cases where the event affects one or more Municipalities that are contracting parties to the Convention, the coordinated intervention of several Agencies or Administrations is required. In this case, the Mayor of the head of the Municipality, after consulting the other Mayors concerned, issues a Decree for the opening of the P.O.P., notifying this provision to the Province, Operation and Region. The municipal Civil Protection service cooperates with the municipal offices and competent bodies in the alarm and activation phases of the Civil Protection structures, supports the activity of the Municipalities in an emergency, coordinates the resources of the various Municipalities, manages the announcements to the citizens. After notification of emergency or for an evacuation, even of a single one of the Municipalities, the Service activates the inter-municipal notification system. The Inter-Municipal Service monitors the development of events in each affiliated Municipality, staying in contact with each Municipality and with local emergency management officials. If the situation developed, the details would be used to activate the intermunicipal service. The Chief Mayor can directly activate the Inter-Municipal Service if one or more Municipalities are unable to immediately

manage rescue operations. The Intermunicipal Service constantly guarantees the connection both with the affected areas and with the operational structures that are activated to manage volunteer activities, send and dispatch vehicles, personnel and equipment and activate shelter for the population. In case of activation of the Civil Protection system in several Municipalities, the inter-municipal service, after informing the Mayors concerned, places the resources according to the urgency / seriousness of the intervention and the number of those affected. The Municipalities, with the exception of activities aimed at ensuring the protection of their citizens, adapt to the priority options adopted by the Intermunicipal Service, allocating their resources to the territory. To carry out rescue and emergency management activities, the inter-municipal service uses volunteers and the staff of the Municipalities. The tasks of the volunteer work of the Civil Protection are organizational support, assistance to the population, rescue, the use of special equipment and vehicles, territorial protection and support for the rehabilitation of affected places. The use of the Team in an emergency implies the request for intervention from the local Civil Protection Authority and the authorization for the use of volunteering which, depending on the type of event, comes from the Municipalities, the Region, or the National Department linked to the Civil Protection Mechanism(s).

2.3 The institutional practices of the community mechanism for civil protection

These principles and the various shortcomings laid the foundations for the implementation, development and approval of the Council Decision of 2001 establishing a Community mechanism aimed at facilitating specific cooperation in interventions aid defined as Political Protection. The aim was to strengthen and structure the initiatives in a more stable way, giving more and more importance to the prevention and protection from natural disasters. Taking under consideration the article 1, 2850/2000 / EC, 2000 which provides for cooperation between states by establishing a Community framework for cooperation in the field of marine pollution from accidental and non-accidental causes. From this it is clear that the rationale behind the aforementioned 2001 decision is not to start from scratch and build a new system, but to integrate and strengthen the previous agreements by structuring them into a mechanism. Not only that, but it also aims to support national policies and through the use of new technologies, effectively facilitating relief cooperation by applying the exchange of good practices and information on the catastrophic events that hit individual states. The mechanism can be activated in the event of a serious or imminent emergency at the request of the affected state which maintains the coordination of operations and the purpose of this decision is precisely to strengthen cooperation between states in these cases. A rapid, coordinated and massive intervention in most of the possible scenarios will guarantee a better protection of people as well as the environment and cultural heritage, effectively limiting ecological and economic damage. The innovations introduced concerned the creation for the exchange of information, of an information and monitoring center that operates 24 hours a day, a common system of communication and information in emergency situations, training and exercises, the implementation of pilot projects, support tools for interventions and the possibility of moving European Civil Protection teams. These teams can be composed of both experts from individual states, but also experts from the European Commission, who will perform tasks of assisting the institutions of the affected country in assessing and analysing the needs for formulating requests for assistance. The teams, experts and materials of the States are identified in advance and always in the planning phase each State must notify the Commission of a point of contact, which for Italy is the National Department of Civil Protection. In addition, the teams activated to support the states facilitate the coordination of all those structures mobilized to deal with the disaster and which have been activated by the European mechanism but with the sole purpose of facilitation without constituting any form of direction or control. However, the management of the construction sites is the responsibility of the team leader of the foreign team involved, and the requesting State, if it also faces coordination difficulties, may ask the foreign teams involved to coordinate the rescue on its behalf. The request for support is submitted by the affected state or directly to a state or to the Information and Monitoring Center. The mechanism has focused the light on the importance of cooperation in this area by strengthening relations with other European and non-European states, because candidate countries for joining

the European family can also participate in the system, effectively allowing the possibility of carrying out specific activities.

After the subdivision, the Municipalities had to agree and communicate to the Province the forms and methods of cooperation within each sub-region as well as the designation of the regional head of the Municipality. The Province, as the guarantor and organizer of these subdivisions, reserves the right to call the meeting of the Mayors and volunteers of the various regions whenever it is deemed necessary. The regulation of Civil Protection activities of the Province of Lille includes in two articles the use of Civil Protection volunteering in the region and outside the region. Use of Civil Protection volunteering in emergency situations in the region: "If the emergency situation is such that it cannot be dealt with independently by the affected Municipality and any local volunteering, the Municipality may request intervention from the Municipalities that have an agreement with the region, to which it belongs referring to the commitment of mutual assistance that may be provided by the specific agreement signed by the municipalities of the province and immediately informing the Province. Also in this case the emergency situations referred to in article 92 are those that fall into the category of type a) events that refer to article 2 of Law 225 / 9257. If the emergency cannot be met only by the forces in the District through mutual aid, at the request of the affected administration or by another body responsible for coordination, the Director of the District Civil Protection Service or his representative, if deemed useful and appropriate, activates the volunteering of other Regions, with priority to the nearest Regions that are not involved in emergency situations in their territory or better equipped for the type of emergency ongoing and, if deemed appropriate, the District Team.

According to Law 42, 1994 on Civil Protection, a natural person is entitled to early warning of imminent danger and immediate assistance for endangering his life, health and property. has the right to evacuate and hide and be informed of how to protect thyself. They also have the right to create the conditions for the provision of civil protection education, the aim of which is to enable them to acquire the necessary knowledge and skills to protect and help others in need. The Civil Protection's interest, expressed through the security strategies of International Organisations and mechanisms should be to prepare the population for self-protection, which is guaranteed in European member- states from statal actors, such as the most relatable Ministries to security. It perceives the provision of preparation for civil protection and mutual aid as a deliberate and continuous process of preventive-educational and promotional activities, theoretical as well as practical. For example, as stated before many times - within the ahistorical timeframe of the Comission's strategies and announcements for risk prevention - training allows individuals / citizens to acquire the necessary knowledge, skills and habits for self-protection and assistance to others in need. The main forms of preparing the population.

3. Europeanisation and defence: risk prevention and pilot projects

3.1 RescEU and INTEREGG – From the incident to public dialogue, strategies and common awareness

The above-mentioned Treaty strengthens the role of the European Parliament by including Civil Protection among the issues subject to co-decision. Council decisions are taken by a simple majority and not by consensus, which reduces the influence of the single state. In addition, Article 222 of the Treaty of the European Union introduces a solidarity clause in which states are obliged to assist each other in the event of human or natural disaster and in the event of a terrorist attack, a duty and no longer a possibility. Moreover, European countries created the European Emergency Response Capacity (EERC7), to further improve disaster preparedness with an emphasis on risk prevention, in 2014. This issue has been largely innovated by introducing more binding measures to member States, under the nexus of risk prevention through directives and by preparing a single methodology for assessing their ability to manage risks. The proposal submitted by the Commission in 2017 to strengthen disaster management in the EU consisted of the implementation of two

lines of action. The first line with the implementation of "RescUE", a European collective stock that, when needed, will integrate national capabilities, and also strengthen prevention and preparation leading to a trend of reducing the risk of damage caused by disasters due to greater awareness than proper management of the environment. In addition, bureaucratic procedures were simplified to provide better financial support if there was a need to mitigate the financial consequences of emergencies. The decision to transfer Civil Protection from the Commission's Directorate-General for the Environment to the Directorate-General for Humanitarian Aid and Civil Protection is due to a culture that is cautious about prevention, but is still very closely linked to the state of emergency. In fact, activations outside European borders are often linked to emergency humanitarian scenarios and to a limited extent to the exchange of knowledge on risks, as well as territorial protection. In terms of prevention through the implementation of public and private projects aimed at reducing the risk of emergencies, prevention is not limited to project implementation but also to the exchange of policies, experiences and good practices at territorial level regardless of national borders.

a. INTEREGG

Therefore, thanks to the resources of the European Regional Development Fund (ERDF), an international cooperation program called INTERREG was established.

Common procedures have been established for the study, processing of data and information, creating a common language and for informing the population. The project also includes exercises to test these plans, locate seismic detection stations in both countries, and involve schools to create a culture of resilience for tomorrow's citizens. The combination of efforts between countries with similar or neighbouring risk scenarios makes it possible to mitigate risks and enhance the resilience of communities, as disasters do not stop at state borders. In 2019, European policy decided to increase and strengthen the elements that can be activated to better protect European citizens in the event of a disaster. The European Civil Protection Mechanism updated the RescUE program with the creation of a new European stockpile of firefighting aircraft, medical evacuation resources, joint drug storage and trained medical staff for the construction of an on-site hospital. These resources were activated in 2020 for the Covid-19 pandemic, as in the case of the deployment of personal protective equipment and medical personnel from one state member to another. Still, when the state of emergency had passed, the European Civil Protection Mechanism provided health personnel to non-member states. The Covid-19 pandemic highlighted the need for a more stable European civil protection, which no longer relies, as has so far, on emergency aid or limited-scale precautionary measures in one or more countries. As shown in this emergency, it will be necessary to design a system capable of responding to an emergency that has affected a large number of member states, if not all. In this way, the European Civil Protection Mechanism will be able to support citizens and member states if national resources are insufficient.

Regional and local realities are those that are closest to the citizens, they really gather the needs, analyse the problems and take action first in an emergency. Therefore, continuous local – regional and cross-border cooperation is also important for prevention, in order to intervene quickly, preventing events from becoming negative. In addition, a cross-sectoral mapping of anthropogenic and natural hazards to which the Union could be exposed is created and periodically updated, resulting in a report useful not only for the purposes of Civil Protection activities but also for the implementation of approaches and policies in other sectors such as the agriculture policies, and transportation policies that could cause cases of emergency or even be affected by them. This is also in the light of climate change which has caused sudden changes in situations and procedures that are always considered safe. These actions are always carried out in collaboration with the Member States and the Union supports the use of the various European funds that can support these programs by encouraging nations and regions through information campaigns aimed at political decision-makers and institutional actors. An integrated approach is used because prevention policies are linked to emergency preparedness and response policies. Prevention activities do not end within European borders, in fact at the request of a Member State, a third country, the United Nations or international organisations, the Commission

can authorize the dispatch of staff to provide advice and assistance in the field of prevention. In terms of risk management, the Union Mechanism identifies the need for Member States to carry out adequate planning by communicating to the Mechanism all those non-sensitive data that could jeopardize the security of the states themselves. States are invited to carry out by the end of 2020 and after that date every three years, a further analysis of risks both at national and regional or macro-regional level, highlighting the critical issues using in effect a single methodology at European level. Based on the results obtained, they must draw up a plan to manage the risks highlighted at national or local level based on the evolutionary capacity of the events analysed.

4. International and regional cooperation – the political role of awareness and Europeanisation inside and out of the EU

Based on the principle of cooperation, states place their risk management capacity at the service of the Commission, also participating in the peer review of risk management capacity. In addition, the Commission supports and encourages all such border - risk study actions. The European Commission has created a comprehensive European monitoring system, because adequate monitoring combined with adequate planning tend to warn the population in time, thus reducing the negative effects of disasters. In addition to early warning, it is possible to study and analyse changes in these phenomena, thus adequately calibrating response systems. There are many institutions involved in addition to universities and centres of excellence, including the Institute for Environment and Sustainability (IES) which has created a European Flood Awareness System (EFAS) and the European Forest Fire Information System (EFFIS). These systems are in close contact with the Emergency Response Coordination Centre, alerting in the event of severe flooding and providing fire hazard maps on a daily basis and providing forecasts up to six days in advance. Maps can also show burned areas and damage estimates. Cooperation is also carried out by exchanging data and information between European meteorological services through the Meteoalarm, a warning platform which issues European meteorological alerts. Likewise, with meteorological sharing through an agreement, the European Mediterranean Seismological Center (EMSC) was established which made possible easier and more accurate detection of earthquakes in the Mediterranean basin thanks to the presence of sensors that are even installed in Tunisia. The Commission's cooperation with the United Nations also affects UNESCO through its participation in the Intergovernmental Oceanographic Commission (IOC-UNESCO).

4.1 The Europeanisation of the community, region, single state and the new Political and Civil Protection Legislation of 2013

Many principles and the presence in the Europe 2020 Strategy to increase the resilience of citizens from disasters, the European legislator has several times updated the legislation on Civil Protection and the latest text on the subject and therefore the current one is decision no. 1313/2013. This renewed Union mechanism aims to increase cooperation by facilitating coordination when a state has its structures at risk and requests help from the European system by implementing and strengthening the concepts of prevention, disaster preparedness and rescue capabilities even with assistance of the Regions. Compared to the 2001 decision, the coordination mechanisms have been improved and structured by extending coordination to the issues of prediction and prevention thanks also to the knowledge coming from the scientific community. The mechanism is formed not only by the member states but also by the countries of the European Free Trade Area (EFTA), by the members of the European Economic Area (EEA) and by the candidate and potential candidate countries for joining the European Union in the procedures and conditions provided by the regulatory framework agreements for their participation. Countries, even non-member states that are parties to the European Neighborhood Policy (ENP) can benefit from certain funding actions that have been put in place precisely because of the awareness that events do not stop at geographical borders. The new mechanism expands the intervention scenarios by always confirming the protection of people, things, cultural heritage, environmental heritage and from technological, radiological, environmental and marine pollution disasters.

With this new vision are introduced serious health emergencies and the consequences of terrorism. In this broadening of scenarios, in activating the mechanism for terrorist acts or radiological disasters, the activity is limited to the preparation and reaction phases. A limit is set so as not to affect the provisions of the Treaty establishing the European Atomic Energy Community, which states that this body must establish emergency plans for nuclear or radiological disasters. On the other hand, a limit is placed on Civil Protection actions in the field of marine pollution, not including the situations defined by EC Regulation no. 1406 in 2002 establishing the European Maritime Safety Agency and the mechanism will operate similarly to the provisions on the Atomic Energy Community. The view on the impact of the activations of the mechanism, which acts as assistance and integration to the national Civil Protection service affected by the event requiring European assistance, does not change. Not only that, but it is always the primary duty of states to have an effective and efficient national service, the Union machinery is responsible for promoting solidarity and cooperation in the light of the statements of the Lisbon Treaty.

4.2 The international attempt to create of common pool of resources, building intergovernmental capacity

This decision also defines the financial resources and the methods of their use by simplifying the rules for the disbursement of loans and co-financing. In fact, for the new mechanism, funding is made available with the aim of, for example, implementing policies and studies for forecasting, conducting prevention campaigns, equipping both the Member States and the European mechanism itself with means and resources and methods and limits. of disbursement. are available with this decision. Between the budget headings "security and citizenship" and "Europe's global role" . In the event of disasters for which financial assistance is not sufficient, an emergency procedure is provided by which the resources available for response operations can be changed. The objectives set for the union mechanism are four, but we do not see in any of them the return to normality, which can be defined as "rehabilitation" action carried out through individual states using European resources other than those of the Union .mechanism

The use of the solidarity fund reflects the regions that have been most affected and/or recorded the highest number of victims. From the committee staff working paper "Overview of natural and man-made disaster risks facing the European Union" 2020. The four main objectives envisaged in the current mechanism of the Union concern the achievement of high standards of prevention by reducing or anticipating their impacts thanks to the collaborative work between the various actors, making European citizens resilient, promoting a broad culture of risk awareness and actions to be taken rather than an emergency, raising the level preparedness of both the Member States and the Union to deal with disasters and to facilitate an effective and efficient response in case of imminent or ongoing disasters. The European legislator sets criteria for evaluating the performance that can be achieved by the introduction of this decision. This system, in addition to guaranteeing an unbiased vision of the state of the states, giving the European coordination of emergency incidents a complete vision; useful also in the planning phase. This allows the creation of a fair and objective system of distribution of the funds authorized for Civil Protection actions of 34 countries; consisting of 27 member countries and England, Iceland, Norway, North Macedonia, Montenegro, Serbia and Turkey.

Field management teams with interpersonal skills can be established with local authorities managing the event or preparation of expert advisory teams on prevention, preparedness and emergencies that can be requested by States in which decision-making capacity remains. These groups cannot affect financially national systems already affected by the emergency, so they should be logistically autonomous as well. The Commission always aims to develop and improve expert groups by networking them, as technological progress leads to highly technological models of phenomena and detection systems and these groups cannot be static and once created they should be able to absorb new discoveries. The Commission aims to coordinate not only people but also means and materials by supporting the creation of interoperable rescue units, which, in order to be activated in a uniform manner, should follow guidelines drawn up and then periodically updated at EU level on the basis

of the experiences gained from the various activations. Equally important is the support of the Commission for the implementation of impartial evaluation programs of the preparedness policies of the Member States based on the relevant provisions at Union level. Member States' preparedness activities take place on a voluntary basis through response systems called modules. These modules are defined in advance by the Member States and can be activated at the request of the Union mechanism and must meet specific characteristics in the areas of intervention in which one wishes to participate. To become operational, these modules must be subject to a European accreditation process that will include not only administrative review of requirements but also stress simulations to verify operational capability. Modules can also be created through the cooperation of several states and must be fully autonomous for a predetermined period of time so as not to strain the bailout machine. The guidelines provide for activation within a short period of time following a request for intervention by the ERCC, interoperability with other units, designation of a person responsible for the operation of the unit itself, and the possibility of cooperation with others. of the Union or international organizations such as the United Nations.

5. The Citizen's preparedness – the pathway to a catholic and paneuropean risk prevention

Accredited resources remain available in national Civil Protection systems and their European activation takes place through the ERCC, but the final decision to leave always rests with the Member States holding the resources. Even in the event of activation, the resources remain under the command and control of the owning state which has the right to withdraw the resources for reasons of force majeure, such as national emergencies or other situations that do not allow for the operational maintenance of the resources. to be guaranteed. The Commission periodically reviews the resources of the EERC and, if it finds any shortfalls, it would first of all urge the States to meet them and, if this is not enough, financially support the States to meet these shortfalls. Fundamental is the work carried out during latent emergencies, such as training, exercises, exchanges of good practice and dissemination of knowledge gained, which can also be useful in the planning phase for states in the process of implementing response modules in a European perspective since these resources will operate in realities different from ordinary government ones. In terms of training, the Commission runs programs aimed at preparing the civil protection agencies of the various states in anticipation, preparedness and response. In this way, right from the training, there can be an exchange of knowledge and experience among the trainees and dynamism of the staff since they can be deployed to other realities and in this way everyone will speak the same operating language. The training does not come from above from the Commission, but is structured as a network where actors and organizations can contribute based on their experience, also through the organization of workshops, exercises and pilot projects. The training network studies the full cycle of disaster management, including risk mitigation and climate change, but these topics are marginal compared to the commitment to emergency response. The training funded by the European Commission is organized by a network of training centers and since June 2012 the National Civil Protection Department is the leader of a consortium set up together with the UK Cabinet Office Emergency Planning College, Croatian Civil Protection. These exchanges tend to allow staff to be seconded temporarily to administrations of other countries affected by the mechanism, increasing their professional background through direct experience to gain a deeper knowledge of other national civil protection systems.

b. Subsidiarity and proportionality

The institutions of the Union apply the principle of subsidiarity in accordance with the Protocol on the application of the principles of subsidiarity and proportionality. National parliaments monitor compliance with the principle of subsidiarity in accordance with the procedure set out in the said protocol. By virtue of the principle of proportionality, the content and form of Union action are limited to what is necessary to achieve

the objectives of the Treaties. The institutions of the Union apply the principle of proportionality in accordance with the protocol on the application of the principles of subsidiarity and proportionality.

In March 13, 2019, the European legislator has regulated further support in the field of prevention, amending decision no. 1313, if the return times of a specific catastrophic event were clearly short. This support is activated in case a Member State requests the assistance of the Union Mechanism for the same type of disaster, after analysis by the Commission, with the aim of helping it to strengthen the level of prediction and prevention. Upon request and study by the Commission for further information, the latter can activate a group of experts to advise the state and then has the ability to approve recommendations to strengthen the country's forecasting and prevention system. which has been hit many times. The Commission's intervention does not end with the sending of recommendations but remains precisely in the spirit of European cooperation. The measure to activate this procedure is specified in the request for assistance through the mechanism for the same disaster three times during the three consecutive years unless it is demonstrated that such intervention would not be necessary. This intervention can be considered under the principles of subsidiarity and proportionality enshrined in Article 5 of the Treaty on European Union, because the action would be limited to what is absolutely necessary. "By virtue of the principle of subsidiarity, in areas that do not fall within its exclusive competence, the Union intervenes only if and to the extent that the objectives of the envisaged action cannot be sufficiently achieved by the Member States, whether at central or regional and regional level and local, but may, due to the scope or results of the action in question, be better achieved at Union level.

We therefore concluded on a generic and hypothetical pathway, which can lead us closer to citizen's preparedness through the correct and prompt "manipulation" of the circulation of information and accessibility to education and updates related to security and citizen's preparedness. These are the following (according to A. Bunanchenko: "Sustainability and Security of Public budget of the Vsegrad Group countries" – Acta Innovations 2022) information and advisory service, programs broadcast on radio and television, publishing activities with related information to risk prevention on a personal level, preventive educational and promotional activities, theoretical and practical training, publication of information in electronic format.

Self protection that can lead to citizen's preparedness and mutual assistance should be assessed in a population, in such a way that will enable us to determine the level of knowledge the community or the state holds and the awareness of its population. We should create ways, included in the risk prevention mechanisms of the European Civil Protection Mechanism, to assess the preparedness of a complex of populations and replicate it afterwards in the municipality or single region. Then, based on the obtained results after investigating the above factors and after assessing how educational and informative activities can ameliorate the risk prevention results, we will be able to use them as "rates" in order to determine the prevention and preparedness of the population in a municipality or region, or state.

In this question, arises the factor of intersectionality, as risks may have different effects on individuals and we should consider Human Rights and Diversity policies of the European Union in order to examine and assess how not to become unfair when it comes to a generic implementation of risk prevention policy changes. According to A. Bunanchenko, vulnerability can determine the level of impact intensity and can be further divided into exposure and manageability. Moreover, we must define how to approach the term "vulnerability", as social vulnerability must be reconsidered and re-defined in order for policy-makers and experts to be able to assess the impact of the Civil Protection Mechanism. On the other hand, according to A. Bunanchenko, another factor which impacts citizens' preparedness is the relevance of the role of local populations in the risk reduction of a local disaster; and despite the socio-economic differences, local residents/ citizens can respond, recover and develop emergency response activities more effectively, especially under the spectrum of global, international risk prevention policies, that however, can be very well formed and shaped locally.

The role of the Parliament

Direct elections and ever-growing powers have not automatically increased the legitimacy of the EP: even within the institutional triangle, the European Commission has been able to contest the EP's claim to primacy in democratic legitimacy on the grounds that European Commission officials have direct expertise and contact with the beneficiaries of EU policies, while the European Council puts forward the democratic mandates expressed in national parliaments.

Too often, legitimacy in the European arena is still assessed by comparison to the very thing European integration always intended to leave behind: the strict logic of the nationstate. For Moravcsik, the widespread nature of checks and balances within the European Union system – even if they do not necessarily make political action swift and tend to reinforce the position of ‘veto groups’ – is sufficient proof of the democratic nature of the European Union: in this case, not only supermajorities of national representatives are needed, but also supermajorities of European technocrats, judges and MEPs.³³ As Wessels notes in a response to Moravcsik, this amounts to a projection of how things are in traditional states, and therefore the very proof is found outside the EU's specificity as an unprecedented political construction: the success of the European Union in asserting its own democratic standards would rely on mimicking the state.³⁴ That might be why Moravcsik's view leaves the EP in a very unbecoming place, European elections being ‘apathetic affairs’, and where ‘little discussion of European issues, let alone ideal transnational deliberation takes place’.

Reaching out to citizens, both to inform and to be informed, has become an important battleground for legitimacy in supranational Europe. Of paramount importance is not to stray from the specificities of such a supranational context: a new rendition of old nationstate formulas will not do; yet efficiency and representativeness need clear showing.

Without one clearly defined pan-European public sphere, the EP and other EU institutions compete with national actors for the news media's attention in twenty-eight

different segregated spheres.³⁶ In the EP, the Directorate-General for Communication

(DGCOMM) is an essential actor in delivering information to the general public. That

involves a continued relationship with the media, but also setting up numerous campaigns, and developing a comprehensive offer for visitors. In reaching outside the walls

of the EP, DGCOMM has substantially decentralized a number of projects and initiatives.

Besides regular visits within the Visitor's Service, in 2011 the Directorate for the Relations

with Citizens opened a visitor's centre with the name of Parliamentarium, located within the EP premises in Brussels. The project was replicated in Strasbourg, and inspired a series of tailor-made Europa experiences in several European capitals (Berlin, Ljubljana, and Helsinki, at the moment of writing) hosted in -or in connection to- the corresponding European Parliament Liaison Offices. 2011 was also 'year one' of a project, the House of European History, that Hans-Gert Pöttering had already announced in his inaugural speech as the European Parliament President in 2007. If Parliamentarium focuses on the functioning of the European institutions, the House of European History extends its narrative over more than two centuries of a 'shared past' across the continent, from the nineteenth century revolutions to Brexit, with special attention on the two devastating world wars of the twentieth century, and the process of European unity that unfolded after. Public history has indeed become an important tool for the European Parliament to convey a self-image as the locus of a new kind of governance, one that confidently shifts away from national interest to embrace European interest. One of the most recent developments in this same direction is the taking over the management of the Jean Monnet House (Bazoches-sur-Guyonne, France), the place where the founding father of European unity lived from 1945 to his death in 1979, and where the Schuman declaration, leading to the creation of the European Coal and Steel Community, was drafted in 1950. The European Parliament had already acquired the house in the 1980s to preserve Jean Monnet's memory and legacy, and it now intends to grow it further as a centre for civil servant training, policy meetings, and to foster the public's historical awareness of the origins of European integration

Conclusion

A cry for risk prevention and security in our home, neighbourhood, region, in the European union has been expressed through the necessity to perceive and create, after assessing and experiencing multiple catastrophes, a catholic and equal access to the so called Civil Protection.

In the event that a Member State in its territory is facing an ongoing disaster or based on its estimates could suffer, it has in theory the responsibility of communicating the information to neighbouring States; whether the event could have cross-border effects and whether the expected effects were relevant has the burden of informing the Commission. The responsibility of notification to the Commission is aimed at the early warning, through the ERCC, of those forms that could be requested in case of need based on the assessments made by the affected country. The request sent by that country to the ERCC should be as specific as possible and in exceptional cases it may be necessary to temporarily place resources close to the potential incident, but in a place that can be defined as safe. That is another act of solidarity that emerges out of modern society – community of states.

I believe it is almost proven by now that we can prevent emergencies for the union of the European state - members by the singularity, by the citizen's preparedness, and by following the updated needs of each municipality in every region and nation. Gramsci is coming here to contribute with his ideas related to the power of words and the shared or personal intellect which can produce a certain degree of capitalistic value. The Civil Protection Mechanism might not produce clearly such value but its model and strategical structure certainly have a neo-liberal basis. We don't state here the part of the meta-capitalistic structure of a tool or form, but the importance of the process and positive "manipulation" of the human intellect, produced by the experience of emergencies and explicit knowledge in security and the organized and strategized circulation of that intellect (information, knowledge related to emergency, courses, etc). So the common security in a union could start from one municipality and citizen's preparedness.

1.The European civil protection activity is felt and perceived by European citizens in fact after the Eurobarometer survey on European Civil Protection in May 2017, the answers are unequivocally positive. 55% of citizens are aware that the EU helps coordinate disaster response in the EU.

Citizens' perception of community engagement in emergency situations was reaffirmed during the most recent pandemic crisis, which led to an extraordinary engagement of the European Civil Protection Mechanism. For this reason, it would be interesting, in the light of the data listed, to carry out a new study at the end of the emergency, in which the population was informed about the European commitment as never before and therefore certainly even more positive results would occur.

Although the European Union aimed to build brick – by -brick a structure of an emergency response by creating several intergovernmental "tools" and policies, I came across in this qualitative research that RescEU common reserve is currently limited in scope, and there is no sign of an EU-purchased and EU-owned pool of resources on the horizon that can ensure the production of necessary capabilities, by acknowledging the factors of intersectionality and subsidiarity of all member – states.

2.The Civil Protection Mechanism, is an alive organism that continuously evolves and grows. Was born from the individual and its needs, differences in capacity and geographical location, the municipality or region of the individual which was the first actor called to prevent and save him and strategise the next day, and eventually nowadays arises on a national and a pan-european level. It is growing its liability and accessibility to the individual by the creation of pilot projects at a regional level that ensure the advancement of citizens' awareness. "Arises" out of the necessity, the inevitable need of cooperation and the ultimate consideration of differences; yet the amendments -when it comes to human law and the right to risk prevention- of any difference or distance between its members. All these require more integration, require the "europeanisation" of the region and the individual.

The main reason to examine the level of Europeanization influences at a domestic level is the understanding of the importance of exogenous factors for a strategic advancement and change in security and risk prevention matters. What is the relationship between the the regions and municipalities and Europeanization, when it comes to citizen's preparedness and risk prevention in the Civil Protection Mechanims? Can we distinguish the traces of Europeanisation to the changes Civil Protection Mechanism brought upon the domestic level? Both phenomena are multi-dimensional and in order to assess their impact and their relationship some of the dimensions below are explored: changes in public policies and strategies, events that caused those changes, creation and re- evaluation of the role of political institutions, the municipality's role in citizen's preparedness and intersectionality. It is concluded the relationship between risk prevention and citizen's preparedness can be achieved by focusing on the domestic level and policies that enable effective cooperation between the member-states, under the proper political understanding and wider policy implementation of intersectionality factors.

3. Efforts to establish a Civil Protection Union could ride the wave of security and foreign policy integration, and actually promote both via the back door. Moreover, the interconnection between civil protection and security is more apparent than ever in today's world. Security in the European Union, integration, diversity and equality matters within the "European" identification have been thoroughly promoted and elevated, discussed, valued and recognised via the creation of the Civil Protection Mechanism. Also, this is something that happened with other civil protection strategies and models in other parts of the world, such as the UN prevention systems. As European family, we have assisted and influenced other civil protection projects and attempts outside of our continent. This clearly can lead to a "europeanisation" of foreign forces, to a geopolitical "hegemony" in security and risk prevention from the European Union to other states. By considering on a wider perspective the intergovernmental and transnational cooperation we could start planning pan-european and global- European inventions and strategies.

Although the achievements of the Civil Protection Mechanism have elevated the European conscience and governance in many different ways, it is not this particular Mechanism which elevated our policies but the core and scope of this, which is Security. From this thesis, we can understand security starts with citizen's preparedness, from the access to education and the municipalities. We have achieved through the Literature a certain level of comparison with the American foreign civil protection strategies and initiatives and we conclude to the same opinion: we shall look at first to the citizen, from whom we will achieve a broader and more effective risk management, and we will be able then to assess and monitor that level of effectiveness. We conclude that we should continue attempting to massively identify and assess and decide on security and safety matters that affect the individual and his smaller or wider, local or European community, by considering promptly several intersectionality and socio – economic factors in order to provide and reassure the citizen's preparedness, without of course suggesting that the European Union should manipulate such an open access to risk prevention that can commonly impact many and is capable to address and affect human destruction; in order to turn the Mechanism -which is by itself a metacapitalistic product by its design and functionality- to a mechanism of marginalisation of human pain.

In a few words, when such models, mechanisms and policies are working towards the maintenance of the human law (meaning the law that can differentiate us from other creatures and serves the equal rights and acknowledgement for everyone according to the Kantian philosophy), which in this case is the Human Right to common and equal access to risk prevention and safety no-matter-what, are able to acknowledge the same either the international and pan-european needs and the individual's needs and are able to serve both as much as possible, without manipulating their access in such an open resource. The innovation and achievement, is not included in the Civil Protection Mechanism per se, but from the enhanced and modern perceptions of Security, the public good and the openness of the individuals to a paneuropean conscience that wasn't a panacea before neither a requirement or, even more, a safe bet.

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