

IT 4 Sec Reports

***LITHUANIA:
Capabilities, Organisations, Policies, and
Legislation in crisis management
and disaster response***

**Philip Spassov
Todor Tagarev**

***ЛИТВА:
Способности, организация, политики и
законодателство за управление на
кризи и реагиране при бедствия***

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LITHUANIA: Capabilities, Organisations, Policies, and Legislation in crisis management and disaster response

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IT4SecReports 126 „LITHUANIA: Capabilities, Organisations, Policies, and Legislation in crisis management and disaster response“ The point of departure in this report is the fact that in Lithuania the crisis management system is centralised, like in the other two Baltic states. From a legal perspective, the report assesses the National Security Strategy, which establishes the basic goals and means of the national security policy. The authors further describe the levels and elements of the Lithuanian system, comprised by the Government, the state and municipal institutions, economic entities, public organisations, civil protection forces such as fire and rescue, police, state border guard, medical services, public security service, state food and agriculture service, other emergency services, forces of economic entities, volunteers, the emergency commissions and emergency operation centres.

Keywords: disaster preparedness, disaster response, civil protection, Lithuania, centralised organisation, crisis management structures

IT4Sec Reports 126 „ЛИТВА: Способности, организация, политики и законодателство за управление на кризи и реагиране при бедствия“ Докладът изхожда от факта, че системата за управление при кризи в Литва е централизирана, което е характерно за всички държави от балтийския регион. От гледна точка на законодателство, докладът оценява Националната стратегия за сигурност, която задава основните цели и средства за реализиране на националната политика за сигурност. Авторите описват нивата и елементите на литовската система за управление при кризи, в т.ч. правителство, държавни и общински структури, предприятия, обществени организации, сили и средства за гражданска защита.

Ключови думи: подготовка, отговор при бедствия, гражданска защита, Литва, централизирана структура, структури за управление при кризи

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Overview

As in the other Baltic Region States the organisational structure is centralised, i.e. coordinated and mostly organised by the central national civil protection authority, as is the case with Estonia, Latvia, Lithuania. Additionally, the use of private rescue services is low in the Baltic Countries.¹

The National Security Strategy establishes the basic goals and means of the national security policy. The aim of the Lithuanian National Security Strategy is to provide a vision of the state's development, its national interests and the necessary actions for their implementation.

The civil security system and the civil protection system of Lithuania is comprised by the Government, the state and municipal institutions, economic entities, public organisations, civil protection forces such as fire and rescue, police, state border guard, medical services, public security service, state food and agriculture service, other emergency services, forces of economic entities, volunteers, the emergency commissions and emergency operation centres.²

The management of civil protection in Lithuania is organised in three levels - national, regional (county) and local (municipal). At national level, the Government, the Government Emergency Commission, the Emergency Management Centre, the Ministry of National Defence, the Civil Protection Department, the State Fire Prevention and Rescue Service, Ministries, and other public authorities are the main stakeholders entitled to make strategic decisions on the implementation of civil protection measures.

At county level, administrations of county governors, county civil protection departments, and county emergency management centres are responsible for organising and ensuring preparedness for emergencies as well as for assisting when necessary in their relief.

At municipal level, mayors of municipalities, civil protection departments, civil protection personnel, municipal emergency management centres, fire protection, search and rescue services, warning and information, evacuation, civil protection services and economic entities are responsible for organising preparedness for emergency situations and when required mitigate their effect.

International cooperation in Lithuania in the field of crisis management is coordinated by the Fire and Rescue Department, which is subordinated to the Ministry of Interior. Individual ministries and other state civil security institutions also participate in international civil protection activities.

¹ EUROBALTIC Survey: Civil Protection Research in the Baltic Sea Region, p.13

² ANVIL Project Country Study: Lithuania, p.14



Figure 1. Logo of the Fire and Rescue Department under the Ministry of Interior

Crisis management institutions part of the civil protection and rescue system, Training Centre, other educational institutions of civil protection as well as the forces of the civil protection and rescue system are financed by the state budget, while the economic entities are financed from their own resources.³

The systems for training in the field of civil protection are quite different in the Baltic region, however they share some basic features. Education in civil protection and rescue has a legal foundation in all of the Baltic Region countries. Basic and advanced education at the national level is standardised through the use of certificates, as well as the development of educational and training curricula. All of the Baltic region states have specialised schools and colleges which carry out education in civil protection and rescue area.⁴

³ Civil Protection Law, Chapter VII, article 38

⁴ EUROBALTIC Survey: Civil Protection Research in the Baltic Sea Region, p.14

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List of Abbreviations

CIVPRO	Civil Protection Research in the Baltic Sea Region
CFRBs	Counties Fire and Rescue Boards
ENSEC COE	NATO Energy Security Centre of Excellence
ERDF	European Regional Development Fund
EURATOM	European Atomic Energy Community
LRCS	Lithuanian Red Cross Society

1 Policy

Lithuania has no nation-wide specified definition of crisis situations or major emergencies.⁵

1.1 Risk Assessment

Since gaining its independence in 1991 Lithuania has not faced any large scale natural or technological disasters. The occurrence of natural disasters is rather low due to the fact that climate is mild, ranging between maritime and continental. The most usual natural disasters are floods and storms as well as forest fires.

Affected People

Disaster	Date	Affected	(no. of people)
Storm	1993	780,000	
Extreme temp.	2001	0	
Storm	2005	0	
Flood	2005	0	
Drought	2006	0	
Extreme temp.	2010	0	
Flood	2010	0	
Drought	1992	0	
Storm	1999	0	
Extreme temp.	1999	0	

Casualties

Disaster	Date	Killed	(no. of people)
Extreme temp.	1999	32	
Extreme temp.	2001	20	
Storm	1993	6	
Extreme temp.	2010	5	
Flood	2010	4	
Storm	1999	2	
Storm	2005	0	
Flood	2005	0	
Drought	2006	0	
Drought	1992	0	

⁵ ANVIL Project Country Study: Lithuania, p.9

Economic Damages

Disaster	Date	Cost	(US\$ X 1,000)
Drought	2006	225,573	
Drought	1992	52,900	
Storm	2005	30,000	
Storm	1993	4,600	
Storm	1999	500	
Extreme temp.	2001	0	
Flood	2005	0	
Extreme temp.	2010	0	
Flood	2010	0	
Extreme temp.	1999	0	

Table 1. Index Top 10 Natural Disasters Reported.

There are also a considerable number of diverse cross-border risks affecting Lithuania. These include floods in the basin of the Nemunas River, which creates risk also to the Russian Kaliningrad district and forest fires created in the Russian Federation. Additionally, Baltic Sea pollution and related oil spills are regarded as a major risk factor.⁶

According to Lithuanian legislation, all economic entities starting operation have to conduct a risk assessment. When referring to natural disasters municipalities and county administrations are responsible for preparing risk assessments. In relevant responsible institutions hazards are evaluated and mapped according to their field of activities and responsibilities.

Risks and threats to the national security of Lithuania are defined by the National Security Strategy which is approved by a resolution of the Parliament. The decisions taken by state and municipal authorities are analysed in respect of their contribution for mitigating the risks and threats to national security.

The Strategic Research and Analysis Centre was established by the Government with the aim of analysing and forecasting changes in the external and internal security environment, analysing the occurrence and development of threats, dangers and risks and submitting proposals to the Parliament, the President of the Republic, the State Defence Council and other institutions engaged in ensuring national security.⁷

The Fire and Rescue Department under the Ministry of Internal Affairs, working in close cooperation with data and assessments provided by ministries and other national institutions, prepare the Lithuanian National Risk Analysis. The document is drafted in accordance with the provisions of the European Commission "Risk Assessment and Mapping Guidelines for Disaster Management" (SEC

⁶ ANVIL Project Country Study: Lithuania, p.8

⁷ Law on Basics of National Defence, Part II, Chapter 9

(2010) 1626 FINA) working paper. When finalised, the analysis is submitted to the European Commission.⁸

There are several Government Regulations regarding conducting risk assessments for example: Resolution no. 1558 concerning the procedure for approval and management of flood risk assessment (Official Gazette., 2009, no. 144-6376); Resolution on The Rescue, Search and Emergency Work, Events, Extreme Events and Extreme Situations and Liquidation of their Consequences (Official Gazette., 2010, no. 102-5271).

Further, the Provisions on Major Industrial Accidents Prevention and Consequences Liquidation, approved in 2004 by the Lithuanian government, were prepared according to the SEVESO II Directive as well as to the Lithuanian Civil Protection Law.

Additionally, in Lithuania risk-mapping is conducted that includes possible accidents at dangerous chemical sites.⁹

1.2 Policy and Governance

The management of civil protection in Lithuania is organised in three levels - national, regional (county) and local (municipal).

At national level, the Government, the Government Emergency Commission, the Emergency Management Centre, the Ministry of National Defence, the Civil Protection Department, the State Fire Prevention and Rescue Service, ministries, and other public authorities are the main stakeholders entitled to make strategic decisions on the implementation of civil protection measures.

At county level, administrations of county governors, county civil protection departments, and county emergency management centres are responsible for organising and ensuring preparedness for emergencies as well as for assisting, when necessary, for their relief.

At municipal level, mayors of municipalities, civil protection departments, civil protection personnel, municipal emergency management centres, fire protection, search and rescue services, warning and information, evacuation, civil protection services and economic entities are responsible for organising preparedness for emergency situations and when required mitigate their effect.

The Prime Minister has the lead role at national level for the management of the civil protection operations. Other key responsible actors include the chief executive officers of ministries, departments and other public administration bodies and county governors, and in exceptional

⁸ <http://www.vpgt.lt/index.php?1114501839>, last accessed 30.10.2014

⁹ ANVIL Project Country Study: Lithuania, p.18

circumstances - directly to mayors of municipalities.¹⁰ The model of the crisis management framework in Lithuania could be described as centralised. It is mainly managed by the Government and the Ministry of Interior.

At national level, the key civil protection objective is to ensure emergency preparedness and the capability development at all levels of the civil protection management system, in order to meet the main requirements for national security and civil protection in emergencies, encompassing response and recovery after emergencies.¹¹

At regional (county) level, the county governors, county civil protection departments and county crisis management centres organise preparedness for emergencies and assist in the response in such situations.

At municipal level, the municipal administrators, civil protection departments, which include divisions and services, civil protection personnel, municipal emergency management centres and other civil protection entities organise preparedness for emergencies and, when necessary, respond thereto.

The Law on Basics of National Defence outlines that the crisis management system has to be created and developed to forecast and monitor emergencies and events that pose threat, in order to prepare and implement preventive measures, as well as to respond to, determine and manage crises. In addition a crisis management strategy has to be approved by the Government.

The Emergency Commission, formed by the Government and chaired by the Prime Minister, has the responsibility for the coordination of crisis management. The Committee consists of the main ministers responsible for crisis management, the Chancellor of the Prime Minister or First Deputy thereof. The Commission, with the approval of the Government, has the authority to call for establishing Joint Coordination Centre consisting of representatives of appropriate ministries and other state institutions for the coordination of crisis management and response. Crisis management is regulated by laws and other legal acts.¹²

The main purpose of the civil protection and rescue system is the protection of the population from threats during war and in peacetime. The system has to ensure the readiness of all the rescue services and their preventive actions and, in the event of emergencies, natural disasters, provide necessary emergency assistance and evacuation from the regions at risk.

In order to deal with large-scale disasters and to carry out rescue and emergency response operations the use of military forces, specialists from the reserve, ministries, other state and municipal institutions and bodies, the resources which are at their disposal and volunteer

¹⁰ Civil Protection Law, Chapter IV, article 19

¹¹ ANVIL Project Country Study: Lithuania, p.12

¹² Law on Basics of National Defence, Part II, Chapter 14, Section II

organisations will be employed. The conditions and procedures for their employment and participation in operations are defined by law.¹³

1.2.1 Strategy scope and focus

The civil security system of Lithuania has mainly been developed over the past two decades, more precisely since the independence of the country, to reach sufficient preparedness and readiness to protect its population, property and environment using its resources.¹⁴

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

Lithuania conducts extensive scientific research in the area of civil security and crisis management. The Lithuanian Fire and Rescue Department was one of the key initiators of the CIVPRO civil protection network, established in 2006 by the EUROBALTIC II project for civil protection, as part of the EUROBALTIC Programme for Civil Protection, initiated by the Council of the Baltic Sea States.

The CIVPRO network conducted studies addressing research questions in civil protection, risk management and emergency preparedness. The project performed high quality research using state-of-the-art experimental approaches and risk mapping technologies. It also built a web-based knowledge database for disseminating accurate and detailed definitions of various risks in the Baltic region. The project also promoted collaboration with experts within and beyond the network in civil protection, risk management and emergency preparedness fields of expertise (see 3.2 for more international cooperation activities).¹⁵

The Fire Research Centre, under the Fire and Rescue Department of the Ministry of Interior, is a body investigating the cause of fires, performing technical expertise in fire, fire testing, developing normative and methodological documents. The Centre provides methodological support in fire protection and police officers.

Each year, the Fire Research Centre conducts about 500-700 fire tests and surveys. It tests and evaluates building products, coatings, fire equipment, fire protection materials, electronics, pyrotechnics, and even toys. The tests are carried out in accordance with international standards and Lithuanian methods. The Fire Research Centre has been storing up and developing a database of International (ISO), European (EN), Lithuanian (LST) and other countries' standards.¹⁶

In Lithuania various academic and research communities cooperate with national or local institutions in the field of disaster reduction on ad hoc basis. Besides public entities and universities there are various private entities which participate in EU funded research programmes and projects.

¹³ Ibid., Chapter 21

¹⁴ ANVIL Project Country Study: Lithuania, p.32

¹⁵ Ibid., p.27

¹⁶ <http://www.vpgt.lt/index.php?393254094>, last accessed 30.10.2014

1.2.3 Policy for Prevention

Crisis prevention and preparedness for crisis management is coordinated by the Office of the Prime Minister. The Office coordinates the drafting of integral crisis and emergency prevention and management plans and measures, while the ministries and other state institutions prepare similar plans and measures within the sphere of their competence providing for action coordination with other institutions.¹⁷

An example of a successful preparatory work in the case of a natural disaster and for a response operation has been the flooding of the Lithuanian Nemunas River. Due to rainfalls river levels reach devastating levels approximately every 12-15 years, thus submerging vast territories of about 50,000 hectares in the regions of Klaipeda and Taurage with over 50 villages and 700 farms in areas populated by around 4,000 inhabitants. The most recent emergency event occurred in 1994 when 40,000 hectares were flooded and 19 villages, 168 farms and over 600 persons were affected. The Nemunas flooding resulted in improvements in the preparedness and response mechanisms of the Lithuanian civil security system in general. A permanent programme of preparedness to flooding and effects elimination has been established with the aim of reducing the effects and economic losses caused by floods. The Nemunas case has been an example of civil-military cooperation as the Lithuanian Army has taken active part in the rescue and response efforts in cooperation with the SFRS. Also the national defence voluntary forces have accomplished some reconnaissance missions and air rescue operations.¹⁸

1.2.4 Policy for Preparedness

Civil emergency preparedness is a key national function that directs the civil emergency preparedness and response measures undertaken by public institutions, local authorities and the private sector.¹⁹

The Lithuanian Crisis Management System's main objective is to prevent crises by collecting information regarding on-going processes, analysing them and informing the superior authorities about the current situation, possible threats, as well as submitting proposals related to actions and operations required for managing crises. The Crisis Management System also maintains the readiness of the necessary integral infrastructure and keeps in preparation all the offices, institutions and procedures necessary for control of crisis management actions and operations.²⁰

The Crisis Management System incorporates forecast, prevention and control of a wide range of threats. The Lithuanian White Paper on Defence Policy especially pays attention to importance of expanding the mechanisms for crisis forecast and prevention in order to enable early stage detection of crises. The Crisis Management System is designed at three levels:

¹⁷ Law on Basics of National Defence, Part II, Chapter 14, Section II

¹⁸ ANVIL Project Country Study: Lithuania, p.18-19

¹⁹ Ibid., p.13-14

²⁰ White Paper 2002, Lithuanian Defence Policy, p.9-10

- strategic: President, Prime Minister and ministers;
- operational: Emergency Management Centre;
- tactical: operational crisis management offices in all ministries and departments.

The tasks of the Emergency Management Centre include performing monitoring of risk factors and threats, forecasting possible crises; coordinating activities of state institutions and entities within the crisis prevention area; ensuring the operation of crisis management infrastructure and constant exchange of information on crisis management between institutions; and to develop international cooperation within the field of crisis management.²¹

The Emergency Commissions are the main operational bodies of the civil security system in Lithuania and are technically assisted by the Fire and Rescue Service. There are two types of emergency commissions: at governmental and municipal levels.

The overall responsibility for the status of the civil protection system, as well as for evaluating the preparedness of the state and municipal institutions, is held by the governmental Emergency Commission. It submits proposals to the government related to the use of civil protection supplies of the State Reserve in the event of an emergency. The Commission facilitates discussion of the condition of the civil security system, evaluates the preparedness of state and municipal institutions and other agencies for emergency response and takes measures to improve it. It is also in charge of government level information sharing and situational awareness.

The municipal Emergency Commission is responsible for the municipal civil protection system as well as for the preparedness and response actions during a crisis situation. It also submits requests to the Fire and Rescue Department regarding the use of civil protection supplies of the state in crisis events. In Lithuania there are 60 municipal Emergency Commissions which are also responsible for informing the public about the actual emergency and related response mechanisms.

*The state commander of operations will be appointed by the prime minister from the government cabinet, and the national operations centre will be convened. It is important to point out here that the relationship between ECs is based on the principle of supremacy of decisions: the municipal level EC is the lowest level and the government EC the highest level.*²²

1.2.5 Policy for Response

Depending of the scope of the emergency there are two levels of emergency situations - national and municipal. In cases of emergency within a single municipality the response to such crisis is managed with forces of the civil protection system located within a municipality with the material resources held at the disposal of the municipality or obtained from other municipalities. In cases that the

²¹ White Paper 2002, Lithuanian Defence Policy, p.9-10

²² ANVIL Project Country Study: Lithuania, p.17

emergency covers territory that affects more than three municipalities it is categorised as national level emergency.

If an emergency has occurred within the territory of a single municipality then a local municipal Emergency Commission will be formed. The head of the municipal administration has to appoint a municipal operations commander and the municipal operations centres will be convened. The head of the municipal administration is also responsible for carrying out response of the civil security system within the municipality. He/she declares and lifts a municipal level of emergency and organizes municipal level civil protection exercises, organizes search and rescue operations and mobilizes other forces of the civil protection system. Respectively, in case of national level emergency a government Emergency Commission will be convened.²³

Furthermore, as part of the obligations of the Lithuanian Armed Forces are ensuring of the national security in peacetime. The Lithuanian Armed Forces along with the institutions supporting them have to be ready to respond to military and non-military threats and emergencies occurring in the country in peacetime. In order to achieve such support and readiness to assist state or municipal institutions, the Armed Forces develop capabilities for effective and coordinated intelligence activities that allow the identification of a possible crisis at an early stage and application of preventive measures against the spreading of the crisis. In addition, in case of extreme situations and a state of emergency, the Armed Forces provide assistance to state and local municipal institutions if capabilities of these institutions are limited; and ensure security and defence of the national cyber space by contributing to the response to mass cyber-attacks carried out against Lithuanian public authorities and critically important entities.²⁴

1.2.6 Policy for Relief and Recovery

The Government Emergency Commission, as a permanent Government commission, organises emergency prevention and direct emergency relief actions where the territory of one or more counties is affected or where there is a need for assistance from public administration bodies for forces and material resources necessary for mitigation of the effects an emergency.

Lithuanian legislation foresees not only preparedness of state institutions and population for emergencies but also their active participation for reducing the consequences and engaging in recovery activities. Responsibility for recovery activities is held primarily with the municipal authorities. In cases where the available resources are insufficient, municipalities may require assistance from the government. Owners of private enterprises are obliged to establish emergency management units in stand-by preparedness for mitigation of consequences according to the contingency plans.²⁵

²³ ANVIL Project Country Study: Lithuania, p.19-20

²⁴ Military Strategy of the Republic of Lithuania, approved November 22, 2012

²⁵ ANVIL Project Country Study: Lithuania, p.28

1.3 Financing

1.3.1 Investing in preparedness

Crisis management institutions part of the civil protection and rescue system, training centre, other educational institutions of civil protection as well as the forces of the civil protection and rescue system are financed by the state budget, while the economic entities are financed from their own resources.²⁶

1.3.2 Investing in consequence management

The government is the main provider of financial support to affected entities in case of natural disasters. In cases when material resources owned by legal and natural persons are used in the mitigation of disaster effects they have to be compensated by the Government accordingly.²⁷

The resources for recovery activities are primarily taken from the objects, usually the economical entities, and in case there are not sufficient, from municipalities or the government.²⁸

The civil security and civil protection system, excluding the economic entities, are financed mainly from the state budget, municipal budgets and other funding sources such as EU funding. Economic entities are expected to finance their preparatory measures from their own resources.²⁹

The compensation for damage and losses caused by natural disasters, expenses of rescue and mitigation of the effects to natural and legal persons is provided in the manner prescribed by the Government.³⁰

Furthermore, Lithuania receives funding along the lines of the Latvia – Lithuania Cross Border Cooperation Programme (see 3.2 for cross border cooperation). 19 projects are approved for funding according to this Programme. Additionally, the projects part of the Programme requested around EUR 28 million co-financing from the European Regional Development Fund (ERDF).

Some of the approved projects include:

- „Common Fire and Rescue Service Response System on the Border” for the creation of joint fire fighting rescue service response system in the Lithuanian and Latvian border, aimed to operatively accumulate fire fighting rescue forces responding to incidents and extreme situations;

²⁶ Civil Protection Law, Chapter VII, article 38

²⁷ Ibid., Chapter VII, article 38

²⁸ ANVIL Project Country Study: Lithuania, p.28

²⁹ Ibid., p.31

³⁰ Civil Protection Law, Chapter VIII, article 41

- „Continuance of Latvia-Lithuania cross-border cooperation in protection of population and environment”, which is aimed at fostering creation of effective cross-border cooperation in emergency situations, thus improving safety of citizens on both sides of the border;
- „Creation of disaster management system in neighbouring regions of Latvia and Lithuania, Phase II”, which facilitates the implementation of three main priorities set forth in the Strategy of the Programme: Legal and institutional development, Establishment of data exchange system in risk management and Development of risk management infrastructure thus ensuring accessibility, quality and effectiveness of disaster management and emergency recovery services in Latvia and Lithuania by year 2015.³¹

1.4 Policy review, Evaluation & Organisational Learning

1.4.1 Centralised (national) Lessons Learned system

The Register of hazardous objects is one of the information management systems that are gradually being developed in Lithuania. It consists of the main database, managed by the Civil Protection Department of the Ministry of National Defence and the counties database, which is managed by the counties Civil Protection Departments. This data basis contains information on all the hazardous objects that might threaten the population in case of an emergency.

1.4.2 Regular policy reviews

The Fire and Rescue Department under the Ministry of the Interior in accordance with the emergency prevention procedures set out in resolution No. 1028, approved by the Lithuanian government in 2010, prepares an annual review that analyses and summarizes the information obtained regarding the national civil protection system, the emergency preventive and preparedness measures of the state to and of the state of the system.³²

There are numerous governmental regulations and resolutions that outline conducting of regular policy reviews. They include resolution No. 966 regarding the prevention, elimination and investigation; government resolution No. 924 approved in 2009 on monitoring carried out (Official Gazette, 2009, no. 103-4322) and resolution No. 404 for regulatory monitoring (Official gazette 2009, no. 59-2294).³³

³¹ http://www.latlit.eu/eng/news/19_projects_will_receive_cofin_gv/print_1, last accessed 24.10.2014

³² <http://www.vpgt.lt/index.php?-1476599038>, last accessed 22.10.2014

³³ <http://www.vrm.lt/lit/Teisinio-reguliavimo-stebesena-/227>, last accessed 29.10.2014

1.5 Resilience

The term Resilience is not used in Lithuanian policy or legislative documents. Over the course of this study no information has been found within the academic domain referring to the resilience concept addressing crises, disasters, crisis management or other related topics.

1.6 Information sharing and data protection

The tasks of the Emergency Management Centre include constant exchange of information on crisis management between institutions; and developing international cooperation within the field of crisis management. In addition, the Centre, in implementing the tasks assigned to it, collects and analyses information received from the national authorities, mass communication and news agencies regarding threats and ensures the protection of information representing a state or official secret.³⁴

Civil security is a primary function of institutions and specialized agencies in Lithuania. However, the role of the society and citizens of Lithuania in crisis management is increasing thanks to the introduction and use of high-technologies. *The citizens' role is growing in terms of coherent risk awareness but also in terms of producing items for the authorities' situational awareness.*³⁵ There are a number of IT related projects where risk information is collected and analysed through internet, social media and text messages. In Lithuania, citizens are considered as a valuable source of civil protection data that is being processed and stored into databases.³⁶

³⁴ White Paper 2002, Lithuanian Defence Policy, p.9-10

³⁵ ANVIL Project Country Study: Lithuania, p.23

³⁶ Ibid., p.23

2 Legislation

2.1 Crisis (emergency, disaster) management concept

The National Security Strategy establishes the basic goals and means of the national security policy. The aim of the Lithuanian National Security Strategy is to provide a vision of the state's development, its national interests and the necessary actions for their implementation.

Further, the Strategy defines the basic goals of specialised strategies and doctrines in relevant areas of state policy. These strategies have to be based on the provisions of the National Security Strategy and must be revised every time the National Security Strategy of Lithuania is updated.

In the National Security Strategy as one of the main priorities listed is conflict prevention, more particularly participating in international crisis management and establishing policies and legislation to address new security challenges, dangers, and threats.

Additionally, the Strategy foresees cooperation with NATO Member states to further strengthen regional security, in order to consolidate the national security system of the Republic of Lithuania and reinforce national and international crisis management capabilities. The Strategy also highlights the readiness of Lithuanian forces for participation in international peace operations, crisis management and prevention.

The Strategy also underlines the importance for the establishment of crisis management system in Lithuania in order to ensure effective detection and prevention of threats, as well as the national security in the area of crisis management. The system is being established for functioning in the pre-crisis situations, ensuring comprehensive monitoring of dangerous situations and threats, crisis detection, preparation and implementation of preventive measures.

The main means and measures for improving crisis management and response capabilities include: enhancing the preventive role of the crisis management system for detecting and eliminating emergency situations and threats; establishing civil safety and rescue institutions for managing crisis situations and to ensure immediate emergency aid in the case of fire, industrial disaster or another incident.

2.2 General crisis (emergency, disaster) management law

The Civil Protection Law of Lithuania establishes legal and organisational principles for the organisation and operation of the civil protection and rescue system, along with the duties and rights of state and municipal institutions, economic entities, public organisations and residents.³⁷

The goals of the civil protection and rescue system include guaranteeing the optimum use of state resources in order to ensure public security, maintain the operability of the national economy, localise the emergency areas and mitigate the effects thereof; preparing the public for practical actions in the event of an emergency and strengthen the confidence in the activity of civil protection and rescue system.

The main tasks of the Civil Protection and Rescue System in Lithuania, considering the causes, the type and threat of the emergencies, encompass: warning the population of the emergency, the possible effects and the necessary measures to mitigate the effects; undertaking emergency prevention; organising the supply of the population with collective protection equipment; carrying out reconnaissance and mapping of the hazard area, rescue and other urgent operations; provide medical aid and carry out public health care in case of emergencies; evacuate the people and property from risk territories; organise the restoration of disrupted critical infrastructure services; creating stockpile with essential supplies; making arrangements for the training for emergencies of chief officers, personnel, civil protection and rescue system forces and the population and investigate and analyse the causes of emergencies.

For the implementation of the goals and tasks the civil protection institutions has to be guided by the principles for the organisation and functioning of the system. The key principles for the organisation and functioning of the rescue system include territorial, differentiation, compulsiveness, transparency, constant readiness and interoperability.³⁸ The territorial principle refers to national scale organisation of the civil protection, embracing the entire population as well as foreign nationals located in the territory of Lithuania. The differentiation principle that the civil protection measures and preparedness for rescue operations will be performed in individual administrative units taking into account the level, scope of danger of the emergency anticipated within the territories of the state. By compulsiveness it is meant that civil protection measures are obligatory to all institutions of public administration and local government, all economic entities and residents. The transparency principle refers to the activities of public administration and local government institutions in the sphere of civil protection that need to be transparent to the public and the mass media. The institutions and forces of civil protection and rescue system must be in constant readiness to act in emergency conditions. The interoperability principle covers the effectiveness of civil protection measures and actions in emergency situations, which has to be ensured by coordinating the interoperability plans and management system of the public administration and local government institutions, civil protection and rescue system forces, the Lithuanian Armed Forces, medical institutions and other services.

³⁷ Civil Protection Law, Chapter I, art. 1

³⁸ Ibid., Chapter I, art. 6

Civil protection and rescue system institutions are guided by the Constitution of Lithuania, laws and other legal acts enacted by the Parliament, decrees of the President of the Republic, Government resolutions, Prime Minister's ordinances, orders of the National Defence Minister and international treaties to which the Republic of Lithuania is a party.³⁹

Other Lithuanian Government resolutions in the crisis management domain include:

Resolution No. 551, dated 8 November 2000; Resolution No. 1386 regarding dangerous objects of national significance, dated 2010; Resolution No. 512, dated 4 May 2010; Resolution No. 555, dated 4 May 2004; Resolution No. 966 regarding the prevention, elimination and investigation approval of the regulations, dated 2010; Resolution No. 1108 on the procedure of Lithuanian Republic's civil protection system readiness levels, dated 2010; Resolution No. 1212 on the procedure of the organization of rescue, search and emergency work, events, disaster and emergency liquidation and elimination of their consequences, dated 2010; Resolution No. 1213 on the formation and organization of emergency operations centers; Resolution No. 1502 on procedure for population evacuation, dated 2010; and Resolution Nr.1503 regarding the State Emergency Management Plan 2010.⁴⁰

2.3 Emergency rule

Declaring and lifting emergencies is responsibility of the government, which is also in charge when lifting a national level of emergency, establishing the procedure for organizing rescue, search operations and urgent actions and responding to emergencies and mitigating their consequences. The government is in charge of evacuation measures, as well as for shelters and other collective protection mechanisms in Lithuania.⁴¹

To date, Lithuania has not declared a state of emergency. The Lithuanian defence forces and volunteers can provide assistance in crisis situation when required.⁴²

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

The key duties and functions of the public administration and local government institutions as well as economic entities in the sphere of civil protection are as follows:

The Government is responsible for drawing up civil protection and rescue system development programmes and submitting them to the Parliament for approval; for developing the procedure for implementing civil protection and rescue system priority development trends; for establishing the

³⁹ Civil Protection Law, Chapter I, art. 7

⁴⁰ <http://www.vpgt.lt/index.php?-1747337895>, last accessed 29.10.2014

⁴¹ ANVIL Project Country Study: Lithuania, p.13-14

⁴² Ibid., p.29

emergency prevention procedure; approving the levels of civil protection preparedness, emergency criteria; approving national level plans of civil protection emergency preparedness; establishing the procedure for using the material resources in case of an emergency as well as the composition of state reserve technical means, food, clothing, the size of the reserve, etc.; preparing the civil protection training procedure; notifying the President and the Parliament about emergencies, their consequences and causes, and in support of the declaration of an emergency situation.⁴³

The Ministry of National Defence in peacetime has to implement, in cooperation with other institutions, the Government's policy in the area of civil protection, to coordinate the activities of civil protection and rescue system institutions in accomplishing the tasks assigned to their competence.

In addition, the Ministry of National Defence has the responsibility for specifying the procedure for notifying the Emergency Management Centre of emergencies; approving the needs for shelters and other collective protection structures, the norms and procedure of provision of the population with individual means of protection; approving the plans of the national level civil protection exercise and the annual plan for the enrolment of students in the civil protection training centre; approving the annual plan of activities of its Civil Protection Department; and presenting to the Government generalised information on the state of the civil protection and rescue system.⁴⁴

The Civil Protection Department is an essential part of the civil protection and rescue system, directing the activities of the civil protection and rescue system, organising the prevention of emergencies, coordinating the activities of public institutions and economic entities in the sphere of civil protection and planning the national preparedness for the implementation of civil protection tasks in case of emergencies in time of peace and in wartime.⁴⁵

The tasks assigned to the Civil Protection Department include informing state institutions, economic entities and the population of a national-scale threat in case of an emergency; planning of measures to ensure the optimum use of state resources, localisation of emergency area and for mitigation of the effects of the crisis; compiling the register of objects of national significance which are potentially hazardous; controlling the activities of the civil protection and rescue system; organising the preparedness of public administration institutions and the community for actions in case of an emergency; and organising and directing the national level civil protection exercise.

The State Fire Prevention and Rescue Service is part of the Civil Protection and Rescue System maintaining constant readiness and commands for the extinguishing fires, search and rescue as well as providing first aid in emergencies. The State Fire Prevention and Rescue Service is subordinate to the Fire Prevention and Rescue Department under the Ministry of the Interior.

⁴³ Civil Protection Law, Chapter II, art. 8

⁴⁴ Ibid., art. 9

⁴⁵ Ibid., art. 10

The State Fire Prevention and Rescue Service carries out state supervision of fire prevention and its tasks include fire prevention and guaranteeing of the availability of technical and organisational measures for extinguishing fires. The work of state fire prevention supervision is organised in compliance with the regulations approved by the Government.

The activities of ministries and other institutions in the civil protection domain are directed by their chief executives or persons authorised by the chief executives. The most important tasks of ministries and other authorities include: organisation of civil protection according to the type of activity and competence assigned to them; approval of regulations of the emergency management centre of ministry or other institution of state administration, as well as plans of emergency preparedness upon coordination with the Civil Protection Department; building of departmental reserves of supplies and funds in order to increase the stability of functioning and security under emergency conditions; organisation of training in civil protection for the chief executives and experts; drawing up plans of emergency preparedness of civil protection; coordination of the planning of civil protection measures; and conducting a yearly analysis of the state of emergency preparedness of civil protection and submitting it to the Civil Protection Department.⁴⁶

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

The County Governor is the lead authority in civil protection of the county. His/hers responsibilities are defined by the Civil Protection Law and include: to be responsible for civil protection preparedness in the county; to organise the drawing up of plans of emergency preparedness of civil protection in the county, to warn the public and local authorities, economic entities, the population of the imminent emergency; to obtain from all district municipalities information necessary for the implementation of civil protection tasks; in the event of emergencies to organise and implement preventive measures of civil protection within the territory of the administrative unit; to notify the Civil Protection Department of the emergencies which have occurred; to make arrangements to mitigate the emergency effects, organise supply of search and rescue operations; to control the preparedness of executive bodies of municipalities to avoid the likely consequences of emergencies or to mitigate the effects thereof; to request support from the Government for aid in case when available resources and forces prove to be insufficient; to perform a yearly analysis of the state of emergency preparedness of civil protection and submitting it to the Civil Protection Department.⁴⁷

The Mayor of a district or city has the following responsibility for crisis management: to be responsible for the preparedness of civil protection within the territory of the municipality; to organise development of a plan of preparedness of civil protection in the event of emergencies; warn public authorities, economic entities, and the population about the scope and possible effect of the emergency; prescribe tasks and functions of civil protection for administrative units of the municipality, approve plans of civil protection emergency preparedness; to organise training of civil protection forces.

⁴⁶ Civil Protection Law, Chapter II, art.12

⁴⁷ Civil Protection Law, Chapter II, art.13

Further, the Mayor has to implement preventive measures for civil protection, rescue and other urgent tasks, mitigate the effects of emergencies, evacuate the population and to organise civil protection training of the population; to collect information from all the economic entities within the territory of the municipality necessary for carrying out the tasks of civil protection; to notify the district governor about emergencies within the municipality territory; to mobilise all civil protection forces within the municipality for mitigation of the emergency; to analyse the state of civil protection and submit an annual report about it to the county governor in the manner prescribed by him.

The Civil Protection Law also sets out the obligations of the Manager of an Economic Entity or an Institution in emergency situations. The manager of an economic entity or an institution has the responsibility to ensure the civil protection preparedness at the entity he is in charge of; to warn and inform the personnel about the imminent danger; project emergencies and plan preventive measures; develop plans of civil protection emergency preparedness; and to provide the personnel with individual and collective protection equipment; organise evacuation of the employees, first-response rescue operations and be in charge of them.

Public organisations may be called to take part in organising state civil protection measures for elimination of the consequences of emergencies and to provide assistance to victims in cooperation with the municipal civil protection service units.⁴⁸

2.6 Legal regulations on the involvement of volunteers and specialised NGOs

The Lithuanian civil security system involves non-profit relief organisations across all levels and fields of civil security. However, their role is more visible and documented in relation to response operations than in the field of prevention and preparedness.

The Civil Protection Law regulates the role of non-profit organisations in prevention, preparedness, response and mitigation of emergencies. The municipalities usually reach agreements with NGOs, such as the Lithuanian Red Cross, for emergency mitigation activities.⁴⁹

This system consists of a single fire and rescue forces: the State Fire and Rescue Service, local fire departments, departmental forces and voluntary fire formations.

The Fire Safety Act defines the participation of Lithuanian residents in fire safety, as well as the creation and consolidation of the voluntary fire formations.⁵⁰

⁴⁸ Ibid, Chapter II, art.17

⁴⁹ ANVIL Project Country Study: Lithuania, p.27

⁵⁰ <http://www.vpgt.lt/go.php/lit/Bendra-informacija/1121>, last accessed 30.10.2014

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

Decisions on the participation of elements of the Lithuanian military forces in international military operations shall be taken by the President of the Republic and the Parliament in accordance with the procedure are laid down by the Constitution and laws.⁵¹

The Law on International Operations, Military Exercises and other Events, adopted July 2000, defines the participation of Lithuanian Army units in international exercises, and other international military co-operation events and also, in international operations abroad as well as participation of foreign states military units in international exercises and other international military co-operation events conducted on the territory of Lithuania.

The Law defines the participation of Lithuanian Army units in international rescue and humanitarian operations. The President takes the decision on the use of Lithuanian army units in international rescue and humanitarian operations and has to submit such a decision for approval to the nearest sitting of the Parliament.

At international level the Lithuanian legislation implements Council Decision 2007/779/EC, Euratom establishing a Community Civil Protection Mechanism.⁵²

⁵¹ Law on the Basics Of National Security, Chapter 8

⁵² http://ec.europa.eu/echo/files/civil_protection/vademecum/lt/2-lt-1.html, last accessed 30.10.2014

3 Organisation

3.1 Organisational chart

The Civil Protection and Rescue System of Lithuania is comprised of: the Government Emergency Commission; the Emergency Management Centre; the Civil Protection Department under the Ministry of National Defence; the State Fire Prevention and Rescue Service; and fire protection, search and rescue, other territorial population warning and information, evacuation and civil protection services of ministries, other institutions of public administration and local government municipalities, civil protection and rescue system bodies of economic entities; environment monitoring and laboratory control network.⁵³

The civil protection system of Lithuania is managed and organised at three levels: national, county and municipal.

At national level, the key actors are the Government, the Government Emergency Commission, the Ministry of the Interior, the Fire and Rescue Department under the Ministry of the Interior and the subordinated agencies, ministries and other state institutions make strategic decisions regarding the implementation of civil protection measures.

At county level, the system is organised by county governors, county civil protection departments and county emergency management centres.

At municipal level, municipal administrators, civil protection departments, civil protection personnel, municipal emergency management centres, fire prevention and other civil protection services, economic entities and agencies are responsible for the organisation of preparedness for emergencies and the respond to such events.

Departmental emergency management centres shall be established at the ministries and other public administration institutions. Emergency management centres shall be formed under the office of the county governor and the district (city) mayor. The regulations, heads and structure of these centres shall be approved by the founders. Permanent civil protection staff has to be employed at all the potentially hazardous facilities.⁵⁴

⁵³ Civil Protection Law, Chapter I, art. 3

⁵⁴ Civil Protection Law, Chapter IV, art. 20-22

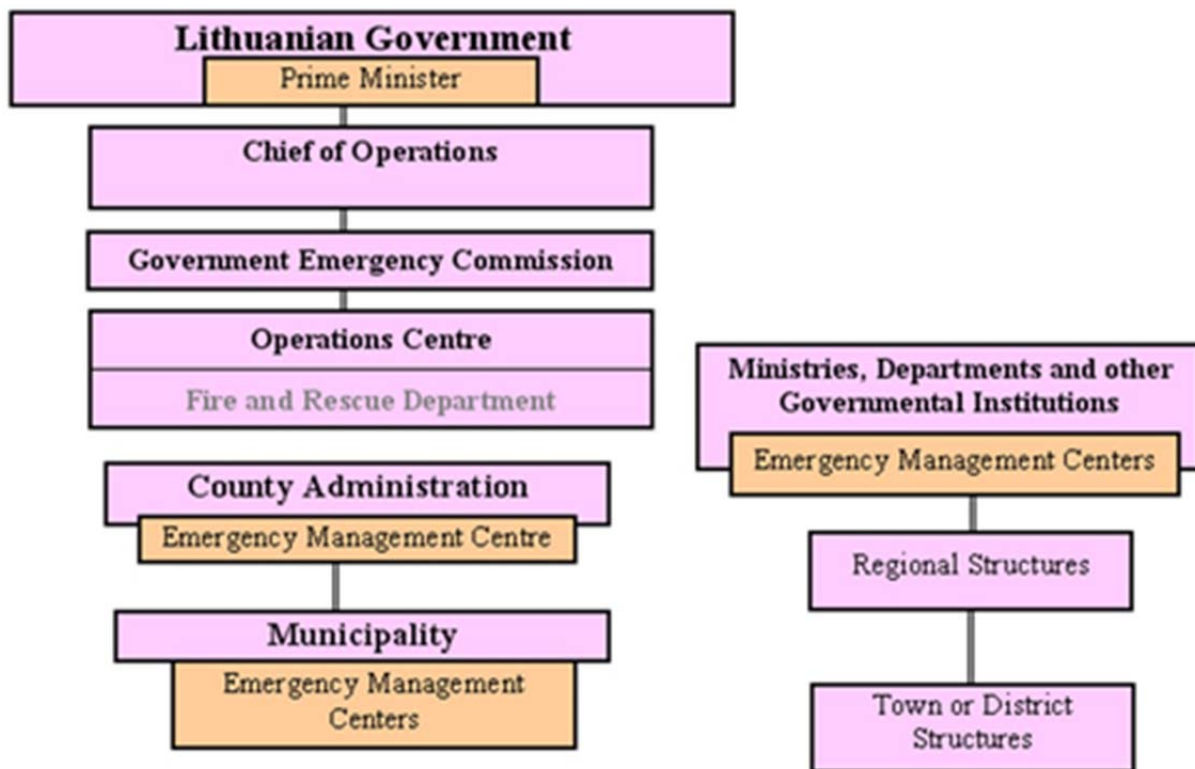


Figure 2. Organisational chart of the Lithuanian crisis management structure. (Source EC ECHO)

The Government Emergency Commission is a permanent Government commission responsible for organising emergency prevention and direct emergency relief actions in cases where an emergency encompasses the territory of one or more counties or where there is a need for assistance from public administration bodies for rallying without delay forces and material resources necessary for mitigation of the effects an emergency. The composition of the Emergency Commission and its regulations are approved by the Government.

The Emergency Management Centre is established to function as a permanent institution of the Emergency Commission having the function of a Government institution. In the event of large-scale natural disasters, technological accidents and catastrophes the Centre is responsible for organising disaster containment, rescue of people and mitigation of the effects. If there is a need to assist the civil protection forces engaged in rescue operations the Centre is able to mobilise services and equipment under the control of other state institutions.

In the event of emergencies the Emergency Management Centre has to adopt and submit to the ministries, other public administration institutions, local authorities and the population mandatory decisions on localisation and mitigation of the effects of an emergency. The Emergency Management Centre has to be established and its regulations approved by the Government.⁵⁵

⁵⁵ Civil Protection Law, Chapter IV, art. 20-22

The tasks of the Emergency Management Centre include performing monitoring of risk factors and threats, forecasting possible crises; coordinating activities of state institutions and entities within the crisis prevention area; ensuring the operation of crisis management infrastructure and constant exchange of information on crisis management between institutions; and developing international cooperation within the field of crisis management.⁵⁶

Further, the Centre, in implementing the tasks assigned to it, collects and analyses information received from the national authorities, mass communication and news agencies regarding threats and ensures the protection of information representing a state or official secret. The Centre carries out a comprehensive analysis of information received in the area of crisis management, forecasting possible crisis situations and the scope of such situations; prepares for the President, the Parliament, the Government and the Council of National Defence overviews of the most important developments, special communications and draft recommendations regarding crisis prevention.

Moreover the Centre acts as a contact point for the national authorities and international organisations that is available 24 hours a day.⁵⁷

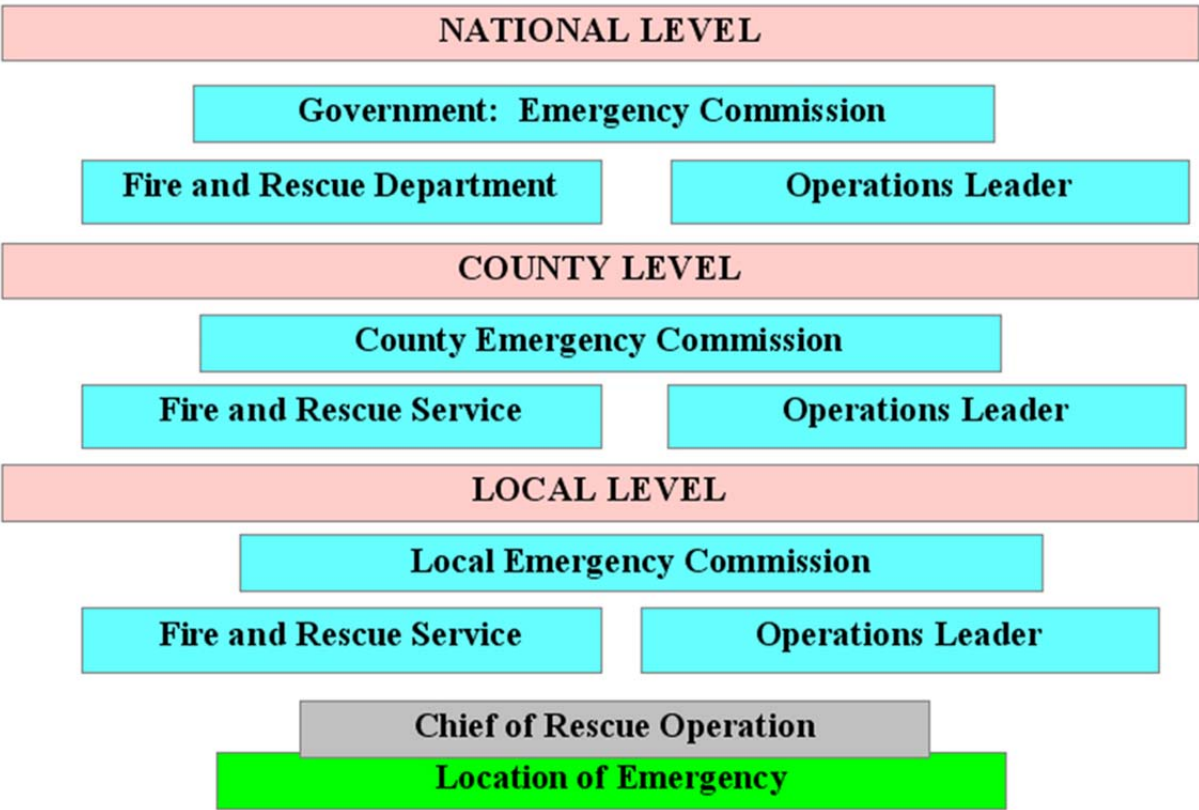


Figure 3. Lines of coordination of the Lithuanian crisis management system. (Source EC ECHO)

⁵⁶ White Paper 2002, Lithuanian Defence Policy, p.9-10

⁵⁷ Resolution No. 939, Regulations of the Crisis Management Centre under the Ministry of National Defence, Chapter II, art. 5

In addition, the Emergency Management Centre, under the Ministry of National Defence, obtains from national authorities detailed information necessary for prevention and management of crises and access to databases and registers in order to obtain the necessary information on possible threats.⁵⁸

The Lithuanian civil security operators such as fire brigades and rescue teams are accountable to mayors and county commissioners, which hold the central responsibility for operational crisis management and head the crisis information exchange between state and local levels.⁵⁹

The Fire and Rescue Department is an essential institution of the Lithuanian civil security system in directing the activities of the civil protection system and coordinating the overall national organization of emergency prevention. The Fire and Rescue Department also play key role in organising civil protection training, coordinating the evacuation of citizens and to mobilization inter-agency resources.⁶⁰

Moreover, the Fire and Rescue Department coordinates the organisation of national civil protection exercises, informs neighbouring states of imminent emergencies, establishes national emergency operations centre and manages the civil protection supplies of the state reserve. In addition to these tasks, the Department drafts the national emergency management plan and leads the activities of the civil protection and rescue system. It is responsible for organising disaster prevention, coordinating the civil protection activities of public institutions and economic entities and ensuring preparedness to implement the planned civil protection measures in emergency situations during peacetime and war.⁶¹

The State Fire and Rescue Service of the Republic of Lithuania consists of the following entities: the Fire and Rescue Department under the Ministry of the Interior and its 17 subordinate services. These services are divided into 10 county Fire and Rescue Boards, 3 Fire and Rescue Services for the protection of critical infrastructure, the Specialised Fire and Rescue Service, the Fire-fighters Training School, the Fire Research Centre and the Emergency Response Centre.

The Fire and Rescue Department under the Ministry of the Interior is responsible for the protection of people, property and environment in case of emergencies. In addition, it is in charge of fire and emergency prevention. The Fire and Rescue Department is an independent body of the Ministry of the Interior. The main tasks of the institution include:

- Determining national policy regarding fire and civil protection of the country;
- Developing strategies for its subordinate services;
- Drafting fire and civil protection legislation for implementation;

⁵⁸ Resolution No. 939, Regulations of the Crisis Management Centre under the Ministry of National Defence, Chapter II, art. 5

⁵⁹ ANVIL Project Country Study: Lithuania, p.14

⁶⁰ Ibid., p.14-15

⁶¹ ANVIL Project Country Study: Lithuania, p.15

- Performing state fire supervision;
- The Department is in charge of prevention and management of emergencies;
- Providing counseling to the public institutions and businesses in the field of civil protection;
- Coordinating fire and civil protection training;
- Recording fire and rescue statistics;
- Encouraging NGO's and volunteer organizations in the field of fire prevention.⁶²

Furthermore, Counties Fire and Rescue Boards (CFRBs) are established to operate counties' located centres. The CFRB's and their subordinate fire and rescue services in districts and cities are responsible for a variety of rescue operations such as extinguish fires, rescue operations, response to industrial and traffic accidents, chemical and other emergencies as well as rescue people from water incidents. In addition the Boards provide aid to other special services when required.⁶³

Moreover, there is a separate Search and Rescue Service, subordinated to the Ministry of Transport and Communications. It is comprised of the Maritime Search and Rescue Co-ordination Centre and the Aeronautic Search and Rescue Co-ordination Centre and other specialized divisions. The aim of the service is to provide a search and rescue capability for aircraft and ships in danger or experiencing other unforeseen calamities in, around or above the territory of Lithuania, in accordance with international agreements.⁶⁴

The Lithuanian Red Cross, founded in 1919, is the biggest NGO in the crisis management domain in Lithuania.⁶⁵

Lithuanian Red Cross Society (LRCS) is a part of the International Red Cross and Red Crescent Federation, with its headquarters in Geneva. LRCS is entitled to prevent suffering of human beings and provide assistance to people in need. Lithuanian Red Cross Society unites more than 2825 members, and 821 of them are the members of the Youth LRCS and number around 1200 volunteers.⁶⁶

3.2 Organisational cooperation

International cooperation in Lithuania in the field of crisis management is coordinated by the Fire and Rescue Department in cooperation with the disaster response monitoring and coordination centres of the United Nations. The Department represents Lithuania in the Civil Protection Work Group of the EU Council, EU ECHO DG meetings, EC SEVESO II and is a member of the European

⁶² <http://www.vpgt.lt/index.php?400236387>, last accessed 27.10.2014

⁶³ <http://www.vpgt.lt/index.php?400236387>, last accessed 30.10.2014

⁶⁴ Christer Pursiainen, Sigrid Hedin and Timo Hellenberg, *Civil Protection Systems in the Baltic Sea Region, Towards Integration in Civil Protection Training*, p. 15-16

⁶⁵ ANVIL Project Country Study: Lithuania, p.27

⁶⁶ <http://www.redcross.lt/en/about-us/history>, last accessed 29.10.2014

Union Fire Safety Network. Lithuania is also an active member in NATO Civil Emergency Planning Committee's work.

Individual ministries and other state civil security institutions participate in other international civil protection activities. International assistance in civil protection and civil security is provided by an international emergency response team, experts and/or by providing assistance supplies. An international emergency response team is formed by the minister of the Interior and the procedures for requesting, accepting and providing international civil protection assistance are established by the government.

Lithuania has entered into bilateral and multilateral agreements with the Baltic and Nordic countries which share the land and maritime border and are close to the strategic and operational sphere of the Lithuanian civil security system.

Lithuania, Estonia and Latvia signed bilateral agreements since 1992. In 1993 Lithuania signed an agreement with the Swedish Rescue Services Agency.

In 1998, similar agreements were signed with Finland, Denmark and Ukraine. In 2000, the Lithuanian fire and rescue service signed an agreement with the fire service of Hamburg Meckelburg-West Pomerania. This was an interregional agreement. In 2002, agreement was made with the Emergency Ministry (EMERCOM) of Russia¹⁷. Further and additional bilateral agreements have been made with Belarus (2003), Poland (2003), Sweden (2003), Hungary (2001), Latvia (2001), Ukraine (2003) and Germany (1994). Also agreements with Czech Republic (2004), Georgia (2008) and Azerbaijan (2010) have been signed. There is also a separate agreement with the Pennsylvania Emergency Management Agency (2007).⁶⁷

Furthermore, an agreement has been signed with Poland and Norway in 1995, regarding early notification in case of nuclear accident and cooperation in the field of nuclear safety and radiological protection, as well as an agreement on information exchange and cooperation in the nuclear safety and radiological protection domain with Denmark (1993).

Lithuania has been active participating and providing international assistance in various international crisis situations, which include the 1998 floods in Poland, 2005 floods in Georgia, the major earthquake in Pakistan in 2005, forest fires in Macedonia in 2007, oil spill in the Daugava River in Latvia (2007), the 2008 floods in Ukraine, Moldova and Romania, the armed conflict in Georgia (2008), forest fires in Russia (2010), floods in Pakistan (2010), floods in Poland (2010) and floods in Moldova in 2010. Lithuania has not officially requested disaster assistance through any international or regional arrangements.⁶⁸

⁶⁷ ANVIL Project Country Study: Lithuania, p.21-22

⁶⁸ Ibid., p.21-22

The Fire and Rescue Department has been actively participating in various European Union activities, adopting the legal acts of the EU in the field of civil protection. The Fire and Rescue Department represents Lithuania's interests by participating in the Civil Protection Working Group of the Council of the European Union and in the Civil Protection Committee and the Committee for the Implementation of the Directive on the Control of Major Accidental Hazards Involving Dangerous Substances (SEVESO II). Since 2004, the Fire and Rescue Department is a member of the European Union Fire Safety Network.

The Fire and Rescue Department also taking part in the activities of the NATO Civil Emergency Planning Committee, as well as coordinates the activities of other state institutions in planning boards and committees. It is also responsible for the implementation of the UN Convention on the Trans-boundary Effects of Industrial Accidents.

The Civil Protection Board Situation Coordination Unit of the Fire and Rescue Department liaises with the NATO's Euro-Atlantic Disaster Response Coordination Centre and informs it about Lithuania's capabilities to provide assistance.⁶⁹

Moreover, Lithuania participates in the BaltFloodCombat initiative. It is a cross-border cooperation project between Estonia, Latvia and Lithuania where the three Baltic States are represented respectively by the Estonian Rescue Board, Latvian Fire and Rescue Service and Lithuanian Fire and Rescue Department under the Ministry of the Interior. The project is within the framework of Preparatory Action of the Civil Protection Mechanism and is funded by the European Commission. The European Commission finances 80% of the project while the remaining funding comes from the national budgets. The aim of the project is to create reliable and efficient national flood response capacity, and also to establish and register in CECIS a multinational High Capacity Pumping (HCP) module, consisting of commonly trained personnel and up-to-date equipment. Main objectives of the project include enhancing national flood response capability; strengthening European rapid response capacity, and also to discover, through innovative approach, possibilities and ways of multilateral civil protection capacity building.⁷⁰

⁶⁹ <http://www.vpgt.lt/go.php/lit/NATO-civilinio-pasirengimo-ekstremaliosioms-situacijoms-planavimas/742>, last accessed 28.10.2014

⁷⁰ http://www.baltfloodcombat.eu/index.php?option=com_content&view=article&id=22:whats-new-in-15&catid=29:the-cms, last accessed 13.09.2014

4 Procedures

4.1 Standing Operating Procedures (SOPs) and Guidelines

The Civil Protection Law defines the procedures to be taken in cases of emergency. The Law sets out that fire fighting search and rescue activities in case of disaster are organised by the commander of rescue operations in charge of the civil protection actions at an initial emergency stage. In urgent situations for mitigating the effects of emergencies, fire protection and rescue unit officers have to perform the functions of the commander of rescue operations without a special order.

All civil protection and rescue system forces, irrespective of their subordination, when arrive at the disaster scene become subordinate to the commander of rescue operations. No official has the right to interfere in the activities of the commander of rescue operations or cancel his orders and instructions to the forces of the civil protection and rescue system.

The police coordinate their actions with the commander of rescue operations or the officer performing his functions. The first aid service manages first aid on the scene of the disaster, notifying the nearest individual health care institutions about the victims and ensuring their transport. All individual health care institutions must be prepared to organise the work of the institutions in an emergency in accordance with a plan prepared in advance and co-ordinated with the municipality. Such plan is developed according to the recommendations of the Ministry of Health.

The Lithuanian Armed Forces may be employed in disaster operations by the responsible for the crisis operation officers in accordance with the plans drawn up in advance on the interaction with chiefs of military districts.

The procedure for the evacuation of the population shall be established by the Government. Taking into account the magnitude of an emergency and the threat for the population, county governors, mayors of districts/cities and managers of economic entities have to take decisions for the evacuation of the population; in individual cases, decisions evacuation of the population from the disaster area has to be made by the State Fire Prevention and Rescue Service, fire prevention services of district (city) municipalities and police officers. The population shall be evacuated in accordance with the territorial principle.

Evacuation of the population shall be organised by evacuation commissions, formed at the district (city) emergency management centres and has to be directed by people appointed by mayor of a district (city) municipality. The expenses of the evacuation of the population and their

accommodation will be compensated from the state budget in the manner prescribed by the Government.⁷¹

Furthermore, procedures for prevention of nuclear accidents, their containment and mitigation of their effects are defined in the Law on Nuclear Energy.

4.2 Operations planning

The main operational bodies of the civil security system in Lithuania are the Emergency Commissions, which are technically assisted by the State Fire and Rescue Service. The emergency commissions can be formed on two levels: municipal, chaired by the director of the municipal administration and government, chaired by the minister of Interior.⁷²

The role of the Fire and Rescue Department is to implement the civil protection measures developed by the government and to coordinate the activities of governmental institutions and economic entities. In addition, the Department prepares civil protection plans for the management of emergencies, major accidents or natural disasters in both peacetime and wartime, as well as organises the training and education of emergency officers.⁷³

The National Emergency Management Plan defines the procedures for warning and informing the public, for rescue operations and coordination and for organising crisis communication, as well as the procedures for evacuation.⁷⁴

In addition, the Plan is a document that defines the material and human resources of the civil protection entities in event of municipal or state level emergencies, as well as the procedures for mobilisation of human resources and for the organization of liquidation, elimination for the consequences thereof.

Disaster contingency plans of state level include:

- Plan of the Republic of Lithuania on population protection in case of a radiological accident at Ignalina Nuclear Power Plant,
- State search and rescue plan in case of an aircraft or watercraft accident in the territory of the Republic of Lithuania,
- National sea accidents pollution liquidation plan,
- State rescue and flood consequences liquidation in Klaipeda county plan.

⁷¹ Civil Protection Law, Chapter V, art. 30-32

⁷² ANVIL Project Country Study: Lithuania, p.17

⁷³ EC ECHO, Vademecum, http://ec.europa.eu/echo/files/civil_protection/vademecum/lt/2-lt-2.html#cipro, last accessed 30.10.2014

⁷⁴ National Emergency Management Plan of Lithuania, Chapter I, Chapter II, Chapter III

4.3 Logistics support in crises

An agreement signed between the United States Secretary Of Defense and the Republic of Lithuania Minister of National Defense concerning Mutual Logistic Support, provisions that the parties will respond to the requests of the other party for logistic support, supplies, and services not only in peacetime, but also in periods of crisis, contingency operations or, war.⁷⁵

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

The Minister of the Interior approves the national civil protection exercises and is in charge of information exchange on an incident or emergency event.

The National Emergency Management Plan states the procedures for warning and informing the public, for rescue operations and coordination, organisation of communication, the provisions of material resources and their use, as well as the procedures for evacuation.⁷⁶

The Fire and Rescue Department is an essential institution of the Lithuanian civil security system in directing the activities of the civil protection system and for coordinating the overall national organization of emergency prevention. The Fire and Rescue Department also has the main responsibility of early warning and public information in case of an emergency.

The director of the Department is responsible for maintaining the comprehensive early warning system and civil protection signals of citizens, state and municipal institutions and economic entities in case of an emergency.

Furthermore, the Director approves civil protection recommendations, regulations of municipal Emergency Commissions, regulations of the national emergency operations centre and the recommendations for emergency management plans.⁷⁷

Lithuania has early warning systems for flooding, for an accident in case of an emergency at the Ignalina Nuclear Power Plant, for radiological pollution and others. In Lithuania there is a complex early warning system for radiological risks which uses a surveillance tool for gamma monitoring of the environment and the central monitoring server. The system is constantly operational and is fully automatic. In case the radiation reaches threshold levels, the system will automatically report to the main server at the Joint Research Centre. In addition, there are 392 measuring points manually operated at the Fire brigades.

⁷⁵ Implementing Arrangement (Ec-Lh-01) Between the United States Secretary Of Defense and the Republic of Lithuania Minister of National Defense Concerning Mutual Logistic Support

⁷⁶ National Emergency Management Plan of Lithuania, Chapter I, Chapter II, Chapter III

⁷⁷ ANVIL Project Country Study: Lithuania, p.15

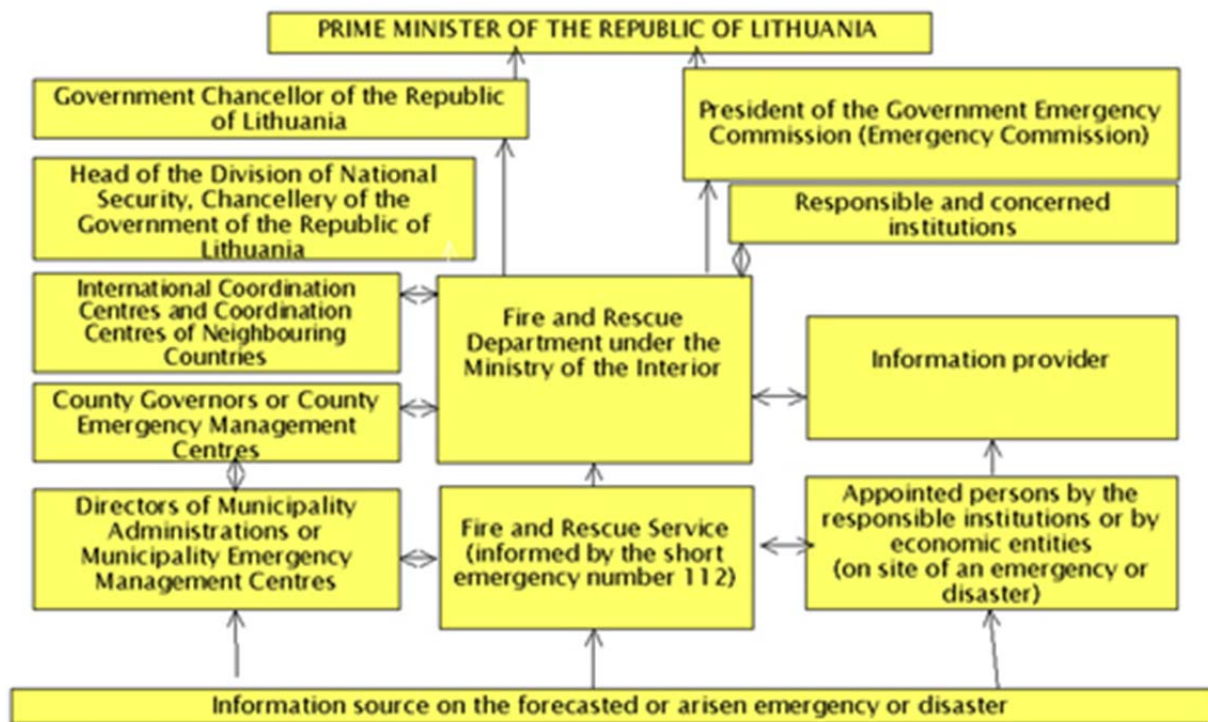


Figure 4. Lines of communication of the Lithuanian crisis management structure. (Source EC ECHO)

5 Capabilities

5.1 Human resources

The State Fire and Rescue Service, as the main operational authority in crisis management, consists of the Fire and Rescue Department under the Ministry of the Interior and 17 subordinate units: 10 county Fire and Rescue Boards, 3 Fire and Rescue Services for the protection of critical infrastructure, the Specialised Fire and Rescue Service, the Fire-fighters Training School, the Fire Research Centre and the Emergency Response Centre. Altogether, the State Fire and Rescue Service employ almost 5,000 people.⁷⁸

Educational activities are mainly organised by the State Fire and Rescue Service. The Fire-fighters Training School is the main stakeholder in Lithuanian civil security education. It comprises administrative and theoretical training divisions, divers training division, civil protection training centre and practical training division. The Fire Research Centre represents the main entity in terms of CBRN education in Lithuania.

Besides the educational activities, the centre performs fire tests, technical fire exercises, fire investigations, attestations of fire equipment and construction products and takes part in the standardization processes, as well as develops various methodological documents.

Universities and other public institutions provide courses and vocational training in the field of civil security and their curriculum and include courses such as natural disaster reduction and roots and causes of violent extremism.

However, civil security training is mainly conducted by the public institutions in Lithuania. They also establish the procedures for organizing civil protection exercises, which are implemented by the relevant responsible authorities, such as the Ministry of Interior and the Ministry of Defence.

5.2 Materiel (non-financial) resources

The State Fire and Rescue Service operates 455 vehicles - 236 fire-fighting tankers, 168 with special purpose, 202 are light operational, and 115 other types of vehicles. The State Fire and Rescue Service maintains and uses 123 building complexes.⁷⁹

Lithuania plans to develop air and maritime search and rescue capabilities, using potential financing for the acquisition of helicopters and other necessary equipment from EU funds and programmes.⁸⁰

⁷⁸ <http://www.vpgt.lt/index.php?393254094>, last accessed 30.10.2014

⁷⁹ <http://www.vpgt.lt/index.php?393254094>, last accessed 30.10.2014

⁸⁰ Guidelines of the Minister of National Defence for 2014–2019, Chapter II, art. 13.5

The participation of the Lithuanian Armed Forces in emergency situations could be requested in case of national threat. Two helicopters and a ship are on constant duty for search and rescue missions in the territory of Lithuania.⁸¹

The Fire and Rescue Department manages the public warning and information system P - 160, which cover the whole country, for warning and informing the public about the risks of emergencies. It also collects and stores data in a central registry database of dangerous objects, which collects information about possible threats to the state. The Department coordinates the level of response of the county fire and rescue board with the average response time of 6-10 minutes in cities, and 14-20 minutes in rural areas.⁸²

In emergency or urgent cases, the rescue manager or operations manager determines how much and what material resources are needed for emergency response, search and rescue works and for elimination of the consequences caused by the crisis situation and requests to the Director of Municipal Administration to provide them.⁸³ Government resolution 1107, dated 21 July 2010, provides the definition for the use and compensation of material resources in case of emergency, search and rescue work.

The Fire and Rescue Department manages the state stockpile of the civil protection resources and in this way makes it possible for the state and municipal institutions, businesses and population to become prepared for emergencies, to maintain the sustainability of the national economy, and to protect property and environment against disasters.⁸⁴

In case of threat the Civil Protection Department sends signals, information and recommendations to population via the "Signal" automatic warning system, which is equipped with centrally operated sirens, radio and loudspeakers, national TV and radio. The State Public Warning and Information System operates 706 centrally sirens, which cover around 2 million people. Most of these sirens are located in Ignalina and Zarasai regions. In addition the warning system has 564 local operational warning sirens.

The local operated sirens are located mostly in rural areas. In the territories not covered by the sirens special equipped vehicles are intended to be used. The police, firemen or other civil protection forces are foreseen to perform such warning and their routes are included in the plans in advance.

⁸¹ Guidelines of the Minister of National Defence for 2014–2019, Chapter II, art. 12

⁸² <http://www.vpgt.lt/index.php?393254094>, last accessed 30.10.2014

⁸³ <http://www.vpgt.lt/go.php/lit/Materialiniu-istekliu-teikimas/724>, last accessed 30.10.2014

⁸⁴ <http://www.vpgt.lt/index.php?400236387>, last accessed 29.10.2014

5.3 Training

In Lithuania, the Minister of the Interior approves the national civil protection exercises.

Training in the basics of civil protection is organised by general secondary schools and college education institutions through programmes developed by the Civil Protection Department and approved by the Ministry of Education and Science. Students are trained in higher educational institutions according to civil protection training programmes approved by the heads of higher educational institutions. The training in civil protection basics of economic entities and institutions is given in accordance with civil protection training programmes approved by the Civil Protection Department. The training of officials of emergency management centres of economic entities, the State Fire Prevention and Rescue Service and other civil protection personnel is carried in accordance with civil protection training programmes developed by the Civil Protection Department.

The Civil Protection Training Centre is the principal educational authority for civil protection and rescue activities. The Training Centre is established and its regulations are approved by the Minister of National Defence.

For testing the preparedness of the public administration institutions, local government and economic entities in emergencies and for the improvement of their civil protection management skills, exercises and training are financed from the state budget and conducted according to the regulations set out by the Government.⁸⁵

Moreover, educational programmes related to disaster response and risk reduction are taught in the public school system for 11-18 year juveniles, in vocational schools and colleges. In addition, civil protection teachers attend trainings and seminars on civil protection. There are various training programmes available depending on the type of audience. The Government of approves the programmes as well as their duration.

5.4 Procurement

5.4.1 Procurement regulation

The purchases of the Fire Rescue Department are made in accordance with the Law on Public Procurement.⁸⁶

Further, Lithuania aims at developing air and maritime search and rescue capabilities using the possibility to finance the acquisition of helicopters and other equipment necessary for this function from EU funds.⁸⁷

⁸⁵ Civil Protection Law, Chapter VI, article 33-35

⁸⁶ <http://www.vpgt.lt/index.php?-297797137>, last accessed 27.10.2014

Select the type of procurement procedure

Purchase an object type: The purchase will be carried out in accordance with Article 13 of

Select the type of purchase objekto

Type of Service: The purchase will be carried out

Select the type of purchases

The purchase will be subject to enviro

Object of the contract	The contracting authority	Quantity	Date ↓
Travel services <i>Services (3)</i>	Fire and Rescue Department under the Ministry of Internal Affairs (188601311)	£ 370,980.00	2013-01-01 <i>Quarter: I</i>
Warning and informing the population using public mobile telephone service providers, network infrastructure systems maintenance <i>services (7)</i>	Fire and Rescue Department under the Ministry of Internal Affairs (188601311)	1.00 System	2013-01-01 <i>Quarter: I</i>
Public warning and information using a public mobile telephone service providers, network infrastructure, the development of the 3G (UMTS) networks <i>Product</i>	Fire and Rescue Department under the Ministry of Internal Affairs (188601311)	1.00 System	2013-01-01 <i>Quarter: I</i>
Cleaning Services <i>Services (14)</i>	Fire and Rescue Department under the Ministry of Internal Affairs (188601311)	£ 131,936.00	2013-07-01 <i>Quarter III</i>
Building in Vilnius, Švitrigailos. 18, II, housing repairs, installation hideout State Emergency Commission for operation of the <i>Works</i>	Fire and Rescue Department under the Ministry of Internal Affairs (188601311)	£ 5,041,322.00	2013-07-01 <i>Quarter III</i>

Figure 5. Example of the Lithuanian online public procurement portal. (Source: <http://www.eviesiejipirkimai.lt>)

5.4.2 Procurement procedures

Cross-border purchases carried out in the field of defence and security are complied with European Council Directive 2009/81/EC on defence and sensitive security procurement, as well as Directives 2004/17/ EC and 2004/18/ EC.⁸⁸

5.5 Niche capabilities

Potential niche capability that could be filled by Lithuania and represent interest to the EU crisis management structures could be providing expertise in the energy security domain. In the future energy security will increase in importance for crisis management.

An example of development of such research capability is the NATO Energy Security Centre of Excellence (ENSEC COE) was established in 2012 and currently operates as a widely recognised international military organization with the aim of providing qualified and appropriate expert advice on questions related to operational energy security.

The ENSEC COE assists the Strategic Commands and other NATO bodies, nations, partners, and other civil and military bodies by providing expertise on all aspects of energy security in support of NATO's capability development process, mission effectiveness, and interoperability.⁸⁹

⁸⁷ Guidelines of the Minister of National Defence for 2014–2019, Chapter II, art. 13.5

⁸⁸ <http://www.vpt.lt/rtmp8/dtd/index.php?pid=121189211152&lan=LT>, last accessed 27.10.2014

⁸⁹ <http://www.enseccoe.org/en/about-us/centre-of-excellence.html>, last accessed 27.10.2014

Similar centres or agencies could be established by the EU in order to provide expertise in various fields related to crisis management. Potential niche capability that could be filled by Lithuania and represent interest to EU crisis management structures is the development of expertise in the energy security domain or other relevant area.

Resources

Legislative acts

Civil Protection Law, adopted 15 December 1998

Law on Basics of National Defence, adopted 5 December 2002

Law of Fire Safety, adopted 19 December 1996

Other normative acts

Guidelines of the Minister of National Defence for 2014–2019, adopted 20 January 2014

Implementing Arrangement (Ec-Lh-01) Between the United States Secretary Of Defense and the Republic of Lithuania Minister of National Defense Concerning Mutual Logistic Support, 29 March, 1996

National Emergency Management Plan of Lithuania, adopted 20 October 2010

Resolution No. 939, Regulations of the Crisis Management Centre under the Ministry of National Defence, adopted 27 July 2001

Official documents (white papers, strategies, etc.)

Military Strategy of the Republic of Lithuania, approved November 22, 2012

White Paper, Lithuanian Defence Policy, approved 2002

National Security Strategy of Lithuania, approved 2002

Online resources (e.g. websites of key CM organizations)

<http://www.lrv.lt/en> - Government of Republic of Lithuania

<http://www.vpgt.lt> - Fire and Rescue Department under the Ministry of Interior

http://ec.europa.eu/echo/files/civil_protection/vademecum/lt/2-lt-1.html - Country Profile: Lithuania - Disaster management structure, Vademecum - Civil Protection

<http://www.vrm.lt/> - Lithuanian Ministry of Interior

http://www.latlit.eu/eng/news/19_projects_will_receive_cofin_gv/print_1, - Latvia–Lithuania CBC Programme

<http://www.pasienis.lt/lit/English> - State Border Guard Service

<http://www.redcross.lt> - Lithuanian Red Cross

<http://www.eviesiejipirkimai.lt> - Lithuanian Public Procurement Portal

Publications

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Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters, United Nations International Strategy for Disaster Reduction

International CEP Handbook 2009 - Civil Emergency Planning in the NATO/EAPC Countries, Swedish Civil Contingencies Agency (MSB), 2009

Second Investigation Department under the Ministry of National Defence Assessment of Threats to National Security, 2014

Terhi Elomaa & Anna Halonen, *EUROBALTIC Survey: Civil Protection Research in the Baltic Sea Region*, University of Helsinki (2007)

Expert interviews

Expert from the academic field (3 November 2014)