



# DISASTER

Data Interoperability Solution At Stakeholders Emergency Reaction

285069

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## D2.20 Overview of legal regulations and nomenclature

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**Lead Author: Jens Groskopf B.Eng. [CUAS]**

**With contributions from: AIM, DBI, VRK**

**Reviewer: Frank Wilson [VRK]**

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***Abstract***

The focus of this deliverable is to provide an overview of the legal regulations concerning emergency management. To implement a system for communication between foreign emergency services and stakeholders, it is very important to analyse the basic legal regulations in the participant EU states. This summarisation of the legal framework will be the basis with which a legal framework with a common nomenclature will be generated. It is necessary to create a legal fundament for the interoperability in cross-border operations with the DISASTER-System. The first part provides a legal nomenclature to define common terms. In the second part of this deliverable, there is an overview of the necessary legal regulations of the five involved EU-States as a table.

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## Executive summary

To describe the legal and organizational structure of Emergency Management Systems (EMS) from different European countries, it is necessary to create a linguistic basis. Such a catalogue of nomenclature terms has been established and filled with the most necessary English keywords to standardize the different terms used in the participant states. With this approach, it will be possible to display the different EMS on a linguistic basis in this deliverable.

The main goal of this deliverable is to set up a common framework for the description of the different EMS and to display and compare them. For this reason, each considered EMS is displayed in a unified table structure to recognise the basic, legal and operational structure of every country.

The basic structure provides a short overview of the government, legislation and administration structure. The legal structure shows the legal basis for the EMS, divided into legislation for medical, fire and police services. In countries where there is an additional legislation for disaster management, this is displayed in an additional column. In order to make the different operational structures comparable, the lowest common denominator was found by establishing three categories, the municipal, regional and national level, which could be identified in every EMS that was considered.

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<b>Authors (Partner)</b>	Jens Groskopf B.Eng., Patrick Gerhold B.Eng., Valentin Hahn B. Eng. [CUAS] with contribution from DBI, AIM, VRK			
<b>Responsible Author</b>	<b>Name</b>	Jens Groskopf	<b>E-mail</b>	jens.groskopf@fh-koeln.de
	<b>Partner</b>	CUAS	<b>Phone</b>	+49 221 8275-2150

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## Abbreviations

<b>BBK</b>	Bundesamt für Bevölkerungsschutz und Katastrophenhilfe (Germany) <i>German Federal Agency for Civil Protection and Disaster Assistance</i>
<b>CCS</b>	Civil Contingencies Secretariat (United Kingdom)
<b>DEMA</b>	Danish Emergency Management Agency (Denmark)
<b>EMS</b>	Emergency Management System
<b>EU</b>	European Union
<b>FCDA</b>	Fire and Civil Defence Authority (United Kingdom)
<b>GBT</b>	Gemeintliches Beleids Team (The Netherlands) <i>Municipal Administration Support</i>
<b>GMLZ</b>	Gemeinsames Melde- und Lagezentrum (Germany) <i>Federal Office of Civil Protection and Disaster Assistance</i>
<b>ICS</b>	Incident Command System
<b>LGD</b>	Lead Government Department (United Kingdom)
<b>NCC</b>	Nationaal CrisisCentrum (The Netherlands) <i>National Crisis Centre</i>
<b>ROT</b>	Regionaal Operationeel Team (Netherlands) <i>Regional Operation Team</i>
<b>RBT</b>	Regionaal Beleids Team (The Netherlands) <i>Regional Administration Support</i>
<b>CoPI</b>	Commando Plaats Incident (The Netherlands) <i>Local Command Place</i>
<b>OL</b>	Operationeel Leiter (The Netherlands) <i>Bronze Command</i>
<b>GRIP</b>	Gecoördineerde Regionale Incidentbestrijdings Procedure (The Netherlands) <i>Coordinated Regional Crisis Procedure</i>



## Definitions

**Disaster**

means any situation, which has or may have an adverse impact on people, the environment or property.

**Major disaster**

means any situation, which has or may have an adverse impact on people, the environment or property and which may result in a call for assistance under the mechanism.

**Incident Command System (ICS)**

is a systematic tool used for the command, control, and coordination of an emergency response. ICS allows agencies to work together using common terminology and operating procedures for controlling personnel, facilities, equipment, and communications at a single incident scene.

**Emergency Management System (EMS)**

is the internal system for emergency response of a country. It includes the response of fire services, police services and emergency medical services in local, regional and national crisis situations.

# 1 Introduction

Especially in emergency management services, every state has its own term or word for a legal term. Therefore, problems can occur when the EMS from different countries work together. To avoid these misunderstandings, a nomenclature and a comprehension is required to create a common base of communication. The disparities between the different EMS are based on the history and varied structures of the considered states. To the EMS to understand, to compare and to coordinate, mutual understanding and semantic system is necessary.

This deliverable describes two things: at first the legal basis in the participating countries. It will give a general overview without going into the deep. The legal base is described as a reference. Special contents are not important for the moorfire scenario and because of that they are not explained detailed and are not translated. Only results are listed. Secondly the deliverable provides a nomenclature, which is derived from the moorfire scenario. This nomenclature will be explained and translated.

So first the legal and administrative structures will be compared with each other. For this the basically political structures will be described at the beginning of each caption of the constituent states. Based on these facts the structures of the Emergency Management Systems have been developed.

Afterwards there are described the legal and handling structure of Emergency Management System. On the one hand there is given an overview of the relatively important laws and regulations. On the other hand the organisations and institutions, which are handling the crisis management are characterised.

Furthermore a nomenclature is needed to develop a basis for the upcoming work packages and the planned ontology. This deliverable is one step to understand the various EMS. The nomenclature will include relevant terms of the moor fire scenario regarding emergency management throughout the considered EU states that will be linked to appropriate regulations.

For this there will be keywords defined which represent the majority of important legal terms. These terms exist in all states even though in various combinations and meanings. The nomenclature defines respectively one keyword for a specific administrative area, responsible authority or other legal term. In the table below, the keyword is defined by a term in each language and also shortly explained so that users in each country know the right explanation.

## 2 Overview of legal regulations

In the following section, the five participant countries will be analysed in terms of their legal regulations. In order to find a common level for operating with foreign emergency management systems, the first step is to list the different legal structures of the countries.

For each country, there is a short table with its basic legal structure. After that, the structure of the emergency management system is described from a legal point of view. This part is divided into the regulations for the emergency medical, the fire, and the police services. In the intended scenarios, the attention lies on the interoperability between emergency services.

After that, the operational structure of the emergency management systems is elucidated. Here the emphasis is put on the responsibilities and authorities of the national disaster management systems. This list is divided into three levels in relation to the extent of the moor fire scenario. According to the spread of a major incident or a disaster different authorities are responsible. This depends on the affected areas. If a disaster affects more than one municipality, independent city, safety or administrative area, in many cases the next higher level of administration is responsible for the emergency management.

In order to facilitate this classification of responsible authorities, it was divided it into three uniform parts for all participating countries:

- Local level: Consequences of the crisis concern only one local area with no further breakdown of the responsibilities.
- Regional level: Consequences of the crisis concern more than one local area. A responsible authority is intercalated between local and national authorities.
- National level: Consequences of the crisis concern more than one region or the whole state. The responsibility is at the national level.

If a disaster requires cross border operations between emergency services, it is necessary to identify the responsibilities on both sides. These interfaces are dedicated to the affected regions and the related level of the responsible authorities. So if we know the responsibilities according to the spread of the disaster on both sides, we can announce who is responsible and where the interoperability interfaces are.

## **2.1 Description of the legal and handling structure of EMS**

### **2.1.1 Germany**

Germany is a federal republic, divided in 16 constituent states (“Bundesländer”) each with its own parliament and government. The heads of the constituent states meet at the “Bundesrat”, which plays a role in legislation next to the national parliament, the “Bundestag”. This shows that the constituent states are important participants in national legislation with strong autonomy. They even have the right to enact their own laws, in particular those related to education, police, EMS, fire-services and local administration. Therefore, several items such as the colours of the EMS cars or the maximal allowed time from emergency call till approach of the first rescue car on site differ between the constituent states.

Regarding legislation for the EMS, each constituent state has its own Medical Service Act (“Rettungsdienstgesetz”), Fire Service Act (“Feuerschutzgesetz”) or Disaster Control Act (“Katastrophenschutzgesetz”). In terms of leadership and command regulations, every constituent state refers to a national regulation (“Dienstvorschrift 100”) that defines leadership and command in emergency operations.

When it comes to a crisis at the local level, the head of the administrative county or the mayor of the independent city is in charge of emergency management. His or her public emergency response authority supports him or her.

At operational levels, fire services, emergency medical services and the police each have an own incident commander.

In case of a crisis at regional levels, the Interior Minister of the constituent state takes over leadership. The constituent states have an Information and Situation Centre that supports the Minister.

When two or more constituent states are involved in a disaster, they can request, that federal authorities coordinate the disaster management. However, the constituent states stay in command of the disaster. The “Bundesinnenministerium” (Federal Ministry of the Interior) has the “Gemeinsames Melde- und Lagezentrum (GMLZ)”, which is a Joint Information and Situation Centre that coordinates the disaster management of the constituent states and the “Bundesamt für Bevölkerungsschutz und Katastrophenhilfe” (Federal Agency for Civil Protection and Disaster Assistance) that supports disaster prevention. [10]

A general detailed Description of the german EMS is not possible due to major differences between the federal states, the counties and the municipalities.

### **2.1.2 United Kingdom**

The United Kingdom (UK) is a constitutional monarchy. England, Wales, Scotland and Northern Ireland belong to the UK. Since there is no written constitution, only the statute law and the common law define national legislation. [1]

The parliament consists of two chambers, the “House of Lords” and the “House of Commons”. The “House of Commons” is popularly elected and has more political power than the other chamber, which has only appointed members. [1]

In England, the “Civil Contingencies Secretariat (CCS)” inside the Cabinet Office is in charge of overall liability for disaster prevention and management. [1]

In the UK, the first response as well as the first responsibility for any possible disaster or emergency that might occur at the local level. [1]

In case of an increased resource demand, there are regional resilience teams that take over coordination of support from other authorities or organisations. [1]

The devolved responsibility in Scotland, Wales and Northern Ireland take part in emergency response when the incident affects their territory or competences. Even though the disaster management of the devolved responsibilities is not exactly the same as in England, they coordinate the disaster response at the regional level similar to the English authorities. It depends on their competences and the type of emergency. [1]

When it comes to a major disaster, the CCS takes over coordination at the national level. Within the national government, the “Lead Government Department (LGD)” bundles the governmental support of the emergency management teams and provides information, advice and assistance. [1]

The “Civil Contingencies Act” divides the authorities and organisations that are in charge of disaster management at operational levels into two categories (see Annex B). Category 1 responders are the emergency services and local authorities. Category 2 comprises organisations like utility and transport companies that take part in emergency management. Members of both categories form the “Local Resilience Forum” that supports the collaboration of the organisations working at local levels. [1]

The Multi-Agency Incident Command (gold–silver–bronze command structure) defines a system of combining the forces of different agencies at certain levels [12]:

- Bronze levels, in the inner cordon, managing the “hot zone”;
- Silver levels, tactically controlling events within the outer cordon;
- Gold levels, in overall command at strategic level;
- The regional level;
- The national or government oversight of the incidents.

### 2.1.3 The Netherlands

The Kingdom of The Netherlands is a constitutional monarchy with a parliamentary democracy. Executive power rests with the government and the Council of Ministers. The legislative power is executed by the bicameral parliament (“Staten Generaal”). The first chamber, composed of members of the provinces, has the right to block certain laws, similar to the German “Bundesrat”. The country is divided into 12 provinces (“Provincies”). [1]

At The Netherlands, the disaster management is organised through the Wet Dutch Security Regions Act (“Veiligheidsregio”) and the crisis response plan (“Crisisbestrijdingsplan”). Dutch disaster management is organised at the local level, municipalities are in charge of the police, fire and rescue services. In addition to the provinces, The Netherlands are divided into 25 security regions (“Veiligheidsregios”) that support the local disaster management. [1]

Crisis management at the regional level is handled by the Chairman-Mayor of the region, which is normally the mayor of the largest City in the region.

If there is an incident at the national level, the Ministry of the Interior and Kingdom Relations coordinates the work of the several Ministries with a National Crisis Centre (“Nationaal CrisisCentrum”, NCC), which is in permanent operation. The counterpart of the NCC is the National Operational Center (“Landelijk Operationeel Coördinatiecentrum”, LOCC), which coordinates the activities of the operational forces. [2]

The “Gecoördineerde Regionale Incidentbestrijdings Procedure (GRIP)” system is a Coordinated Regional Incident-Management Procedure that defines the leadership and command regulations for the involved EMS and the local administration, which is divided into five different grades from minor to major incidents.

“GRIP 1” is used in incidents such as fires in houses. The operational forces needed are coordinated by the incident command (“Commando Plaats Incident”, CoPI) and the mayor is notified.

“GRIP 2” copes with incidents such as disasters with dangerous goods. In addition to the actions done under “GRIP 1”, a “Regionaal Operationeel Team (ROT)” is built and managed by an “Operationeel Leiter (OL)”. The mayor can activate the “Gemeintliches Beleids Team (GBT)” that coordinates the work of the local administration.

Incidents, in which the regional administration participates, need “GRIP 3”. In this case, the Chairman-Mayor of the region takes over command and convenes the “Regionaal Beleids Team (RBT)”.

When more municipalities or provinces are affected by the disaster, the Chairman-Mayor can call the Queen’s commissioner and the coordination centre of the province or even the Minister of the Interior for coordination (“GRIP 4”).

### 2.1.4 Spain

The Kingdom of Spain is a parliamentary monarchy. Executed power is carried out by the national government that is composed of the prime minister and the Council of Ministers. The legislative power was conferred to the bicameral parliament (“Cortes”). [1]

The Spanish constituent states are the 17 autonomous regions (“comunidades autónomas”) and two Autonomous Cities. Each of them has their own government, parliament and president. Underneath the autonomous regions there are 50 provinces with their own provincial government and council. [1]

The Spanish EMS is organized analogue to the three basic levels of the Spanish public administrations (see Annex A) [11]:

At local levels, the mayor is the head of the crisis management. The local communities have to create a Civil Protection Plan for their own area and they are supervised by the Autonomous Commission for Civil Protection from the responsible Autonomous Community.

The Autonomous Communities define the management of disasters that affect their area of responsibility. One major exercise is the elaboration of plans for civil protection. This shows that the civil protection competences are mainly relocated from national to autonomous governments. Therefore, in Spain there are 19 different EMS. The Autonomous Communities have an Autonomous Commission of Civil Protection that includes members of the State administration, the Autonomous Community and associated local authorities.

At state levels, the Minister of the Interior as well as the Director General of Civil Protection and Emergencies is responsible for the coordination of the national disaster management. The National Civil Protection Commission combines members from national, Autonomous Communities and local levels to coordinate the collaboration of the different authorities.

The Delegate Commission of the Government for Crisis Situations is composed of several ministers of the national government, for example the Prime Minister and the Minister of the Interior. It supervises disaster prevention, management and control. However, the Prime Minister still holds the right to make all important decisions. [7]

The “National Civil Emergency Planning Committee (NCEPC)” supports the Crisis Cabinet in a cross-ministerial way with resource management when a disaster or an emergency occurs. [7]

### 2.1.5 Denmark

The Kingdom of Denmark is a constitutional monarchy with a single chamber parliament. The legislative power is shared by the Queen and the parliament (“Folketinget”). The Queen has also formal executive power, but she delegates it to the various ministers. [1]

The country is divided into five regions and 98 municipalities. According to the Danish Preparedness Act, the Danish Emergency Management Agency (“Beredskabsstyrelsen”), which is a part of the Ministry of the Defence, organises, supports and supervises the national rescue preparedness. It also supports the national disaster management with five regional rescue centres. These centres carry out a lot of the mentioned preparation work. [1]

The Danish EMS is structured as a multi-level-system, which has the following three levels:

- Level 1 (municipal):  
The municipalities can either have a municipal fire fighting service or enter into a contract with a private company or a voluntary fire brigade. The first turnout of the fire-fighting service must depart as soon as possible and within five minutes of the alarm. Based on a local risk assessment, the local council decides how many fire-fighting vehicles and fire fighters are needed. On site, the response of the fire and rescue service is managed by the municipal, so called “on site” commander, whereas the overall response is coordinated by the police.
- Level 2 (municipal/national):  
If the resources needed to deal with a crisis or emergency exceeds the capacity of the municipal fire and rescue service, it may call upon assistance from the municipal/national level. There are nine municipal and national support centres, which are located in “Aalborg”, “Århus”, “Esbjerg”,

“Fredericia”, “Odense”, “Kalundborg”, “Fredensborg”, “Greve” and “Nykøbing Falster”. The support site assistance can reach a site of damage throughout the country within an hour. The municipal support sites have either full-time or part-time employees from the municipalities or local volunteers, and the “Danish Emergency Management Agency (DEMA)” places equipment at their disposal. This may be water tankers, lighting equipment or high-pressure compressors.

– Level 3 (national):

If the magnitude of a crisis is such that special equipment and large amounts of personnel are needed, then the municipalities may call on assistance from DEMA’s five fire and rescue centres in “Thisted”, “Herning”, “Haderslev”, “Næstved” and “Allinge”, which are all on 24-hour turn-out duty. DEMA’s centres can dispatch personnel and equipment within five minutes and reach destinations all over the country within approximately two hours.” [4]

As an exception to the other reviewed emergency management systems, the police are more involved in disaster management in Denmark than in the other countries. In case of a major incident or disaster, the police have the overall lead and coordination of the operational emergency management. The police lead the incident management team. In addition, any accident is split into two areas, the “scene of accident” and the “response area”. Fire and rescue services are responsible at the site of damage and the police are responsible in the surrounding action area. A Command State is established by the police very close to the scene and a contact point is identified. The police also be identify radio operators who will be responsible for the minutes of meetings, following messages, tasks, who is where, etc. [13,4]

An Incident Management Team is established, depending of the severity of the situation. It can be activated at any level. The police lead and coordinate the crisis response, the operational leader of the municipal fire and rescue service is responsible of the technical management and the leader of the emergency medical service takes care of the health management. [13,4]

The Municipal Crisis Control Centre establishes more permanent facilities, involving several municipal administrations. It supports the technical participation and coordination of the municipalities tasks related to their citizens. (see Annex D) The Emergency Medical Coordination Centre coordinates the medical participation. It establishes crisis and press groups to coordinate the effort and inform the public. [13]

The “National Operational Staff (NOST)” combines members of the relevant authorities. Its purpose is to support interaction between participants of the Danish EMS such as the military, police and other involved authorities in case of a disaster, which have to be managed at the national level. [4]

The “International Operational Staff (IOS)” is responsible for the coordination of Danish emergency management such as support of Danish disaster victims outside of Denmark and belongs to the Ministry of Foreign Affairs. [4]

At the national level, three authorities are in charge of disaster preparedness and emergency management. The Government Security Committee is led by the Prime Minister and includes several ministers of the government. It is the highest of the three authorities (see Annex C). It is supported by the Senior Official’s Security Committee, which is comprised of the secretaries of various ministries and national agencies that are needed in a case of an emergency. It can require support and information from the Crisis Management Group that also combines representatives of the above mentioned authorities and agencies as well as the National Police and the DEMA. [4]

The two tables below are describing the legal and handling structure of the British Emergency Management System. Table 10 gives an overview of the relatively important laws and regulations. Instead Table 15 characterise the organisations and institutions, which are handling the crisis management. It is separated by local, regional and national levels.

## 2.2 Basic legal structure of participating States

This section describes shortly the basic legal structures of the participating states. This is important to understand the procedure of legislation and the legal responsibility of the structures of EMS, which are acting during the moor fire scenario.

### 2.2.1 Legal Keywords

The following keywords represent the short basic legal structure:

- Head of State
- Form of government
- Head of government
- Parliament-Name
- Legislation
- Local Level
- Regional Level
- National Level

### 2.2.2 Germany

**Table 1: Basic political structure - Germany**

<b>KEYWORD</b>	<b>Description</b>
<b>Head of State</b>	Federal President
<b>Form of government</b>	Federal republic, divided in 16 constituent states each with its own parliament and government
<b>Head of government</b>	Federal Chancellor
<b>Parliament-Name</b>	“Bundestag”
<b>Legislation</b>	In relation to the type of law, some laws are passed by the national government, some by the “Bundestag” and some by “Bundestag” and “Bundesrat” (representation of constituent states).
<b>Local Level</b>	Administrative county or independent city
<b>Regional Level</b>	Constituent State
<b>National Level</b>	Federal State



### 2.2.3 United Kingdom

**Table 2: Basic political structure – United Kingdom**

<b>KEYWORD</b>	<b>Description</b>
Head of State	King or Queen
Form of government	Constitutional monarchy and Commonwealth realm
Head of government	Prime Minister
Parliament-Name	Two-chamber Parliament consists of the “House of Lords” and the “House of Commons”
Legislation	No written constitution, but statute law and common law
Local Level	County / Metropolitan district / Unitary Authority
Regional Level	Informal alliances at regional levels, no formal organisational structure in UK. Northern Ireland, Wales and Scotland have independent chambers
National Level	Government

### 2.2.4 The Netherlands

**Table 3: Basic political structure – The Netherlands**

<b>KEYWORD</b>	<b>Description</b>
Head of State	King or Queen
Form of government	Constitutional monarchy with parliamentary democracy
Head of government	Prime Minister
Parliament-Name	“Staten Generaal”
Legislation	The “Staten Generaal” with its two chambers
Local Level	Municipality
Regional Level	Safety Region (“Veiligheidsregio”)
National Level	Kingdom of the Netherlands

### 2.2.5 Spain

**Table 4: Basic political structure – Spain**

<b>KEYWORD</b>	<b>Description</b>
Head of State	King or Queen
Form of government	Parliamentary monarchy
Head of government	Prime Minister
Parliament-Name	“Cortes”
Legislation	Bicameral parliament composed of congress and senate
Local Level	Municipality
Regional Level	Autonomous Region
National Level	Kingdom of Spain

### 2.2.6 Denmark

**Table 5: Basic political structure – Denmark**

<b>KEYWORD</b>	<b>Description</b>
Head of State	King or Queen
Form of government	Constitutional monarchy with single chamber parliamentary system
Head of government	Prime Minister
Parliament-Name	“Folketinget”
Legislation	King/Queen and the parliament
Local Level	Municipality
Regional Level	Region (5 regions: Capital Region, Central Denmark Region, North Denmark Region, Region Zealand and Southern Denmark Region)
National Level	Kingdom of Denmark

## 2.3 Legal structure of EMS

This section describes the short legal structure of the EMS. This helps to understand the global structure and to get further information about the legal basis. A detailed description is not necessary for developing the DISASTER tool.

It shall give an overview of the most important laws and regulations concerning DISASTER and especially the moorfire scenario.

### 2.3.1 Legal Keywords

The following keywords represent the short legal structure of the EMS.

- Legal basis
- Leadership and Command regulations (applied in all constitution states)
- Legal liability
- Local authorities

### 2.3.2 Germany

**Table 6: Overview of the legal structure of EMS - Germany**

<b>KEYWORD</b>	<b><i>Emergency medical services</i></b>	<b><i>Fire services</i></b>	<b><i>Police Services</i></b>
<b>Legal basis</b>	“Rettungsdienstgesetz” (Law on medical aid organisations of each constituent states)	“Feuerschutz- und Katastrophenschutzgesetz” (Fire protection and assistance legislation of each constituent states)	“Polizeigesetz” (Police act of each constituent states)
<b>Leadership and Command regulations (applied in all constitution states)</b>	“Dienstvorschrift 100” (Leadership and Command in Emergency Operations)	“Dienstvorschrift 100” (Leadership and Command in Emergency Operations)	“Dienstvorschrift 100” (German Police Regulation)
<b>Legal liability</b>	Constituent States	Constituent States	Constituent States
<b>Local authorities</b>	Administrative Counties and Independent Cities	County Towns and Independent Cities	Administrative Counties, County Towns and Independent Cities

### 2.3.3 United Kingdom

**Table 7: Overview of the legal structure of EMS - United Kingdom**

<b>KEYWORD</b>	<b><i>Emergency medical services (England and</i></b>	<b><i>Fire services (England and Wales)</i></b>	<b><i>Police Services</i></b>
<b>Legal basis</b>	<ul style="list-style-type: none"> <li>• “Fire and Rescue Service Act”</li> <li>• “Civil Contingencies Act” (Disaster management)</li> <li>• “National Health Service Act”</li> </ul>	<ul style="list-style-type: none"> <li>• “Fire and Rescue Service Act”</li> <li>• “Civil Contingencies Act” (Disaster management)</li> </ul>	<ul style="list-style-type: none"> <li>• “Police Act 1996”</li> <li>• “Criminal Justice and Police Act 2001”</li> <li>• “Police (Scotland) Act 1967”</li> <li>• “Police (Northern Ireland) Act 2000”</li> </ul>
<b>Leadership and Command regulations</b>	Multi-Agency Incident Command (Gold–silver–bronze command structure)	Multi-Agency Incident Command (Gold–silver–bronze command structure)	Multi-Agency Incident Command (Gold–silver–bronze command structure)
<b>Legal liability</b>	Parliament of the United Kingdom	Parliament of the United Kingdom	Parliament of the United Kingdom
<b>Local authorities</b>	Fire and Rescue Authorities England: “Fire and Civil Defence Authority (FCDA)”	Fire and Rescue Authorities England: “Fire and Civil Defence Authority (FCDA)”	Police Authority (England and Wales) or local authority

### 2.3.4 The Netherlands

**Table 8: Overview of the legal structure of EMS - Netherlands**

<b>KEYWORD</b>	<b><i>Emergency medical services</i></b>	<b><i>Fire services</i></b>	<b><i>Police forces</i></b>	<b><i>Disaster Coordination</i></b>
<b>Legal basis</b>	<ul style="list-style-type: none"> <li>• “Wet Veiligheidsregio’s (2010)”</li> <li>• “Wet Ambulancevervoer (1971)”</li> </ul>	<ul style="list-style-type: none"> <li>• “Wet Veiligheidsregio’s (2010)”</li> </ul>	<ul style="list-style-type: none"> <li>• “The police Act (1993)”</li> </ul>	<ul style="list-style-type: none"> <li>• “Wet Veiligheidsregio’s (2010)”</li> <li>• “Crisisbestrijdingsplan (2009)”</li> </ul>
<b>Leadership and Command regulations</b>	“Coordinated Regional Incident-Management Procedure (GRIP)”	“Coordinated Regional Incident-Management Procedure (GRIP)”	“Coordinated Regional Incident-Management Procedure (GRIP)”	“Coordinated Regional Incident-Management Procedure (GRIP)”
<b>Legal liability</b>	National Legislative	National Legislative	National Legislative	National Legislative
<b>Local authorities</b>	Municipalities/ Safety region (via common rules)	Municipalities/ Safety region (via common rules)	Provinces	Municipalities/ Safety region (via common rules)

### 2.3.5 Spain

**Table 9: Overview of the legal structure of EMS - Spain**

<b>KEYWORD</b>	<b>Emergency medical services</b>	<b>Fire services</b>	<b>Police forces</b>	<b>Disaster Coordination</b>
<b>Legal basis</b>	no separate Act (embedded in the "Cartera de Servicio")	Law regarding the basis of local regime most regulations carried out separately by Autonomous Regions	"Constitution (1978)"	"Norma Básica de Protección Civil Act 2/1985"
<b>Leadership and Command regulations</b>	<i>Not applicable</i>	<i>Not applicable</i>	<i>Not applicable</i>	<i>Not applicable</i>
<b>Legal liability</b>	Autonomous Regions	Autonomous Regions	Autonomous Regions	Autonomous Regions
<b>Local authorities</b>	Fire and Rescue Authorities	Fire and Rescue Authorities	Police Authorities	<i>Not applicable</i>

### 2.3.6 Denmark

**Table 10: Overview of the legal structure of EMS - Denmark**

<b>KEYWORD</b>	<b>Emergency medical services</b>	<b>Fire services</b>	<b>Police Services</b>	<b>Disaster Coordination</b>
<b>Legal basis</b>	<ul style="list-style-type: none"> <li>• "The Constitutional Act of Denmark"</li> <li>• "Health Act"</li> </ul>	<ul style="list-style-type: none"> <li>• "The Constitutional Act of Denmark"</li> <li>• "Danish Preparedness Act"</li> <li>• "Danish Emergency Management Act"</li> </ul>	<ul style="list-style-type: none"> <li>• "The Constitutional Act of Denmark"</li> <li>• "Act on Police Enforcement"</li> <li>• "The administration of Justice Act"</li> </ul>	<ul style="list-style-type: none"> <li>• "The Constitutional Act of Denmark"</li> <li>• "Danish Preparedness Act"</li> <li>• "Danish Emergency Management Act"</li> </ul>
<b>Leadership and Command regulations</b>	Incident Command System	Incident Command System	Incident Command System	Incident Command System
<b>Legal liability</b>	National Legislative	National Legislative	National Legislative	National Legislative
<b>Local authorities</b>	municipalities	municipalities	Police districts	municipalities

## 2.4 Handling structure of EMS

This section describes the fundamental structure of the emergency management systems of the countries involved in DISASTER project. It outlines the respective organisations and institutions involved in crisis management. The description is divided into the different governmental levels as local, regional and national level.

### 2.4.1 Legal Keywords

The following keywords represent the difference between the administrative level (political level) and operational level (staff like firemen, paramedics, policemen etc.) in EMS.

- Crisis management
- Operational level

## 2.4.2 Germany

**Table 11: Overview of the handling structure of EMS - Germany**

<b>KEYWORD</b>	<b><i>Crisis at local levels</i></b>	<b><i>Crisis at regional levels</i></b>	<b><i>Crisis at national levels</i></b>
<b>Crisis management</b>	Head of administrative county / mayor of independent city	Interior Minister of Constituent State	President of the Federal Republic of Germany
	Public emergency response authority of the administrative counties and independent cities	Public emergency response authority of the Constituent State	German Ministry of the Interior
	Incident Commander  Disaster management staff of the administrative counties and independent cities	Information and Situation Centre of the Constituent State	<ul style="list-style-type: none"> <li>• German Federal Agency for Civil Protection and Disaster Assistance (BBK)</li> <li>• Federal Office of Civil Protection and Disaster Assistance (GMLZ)</li> </ul>
<b>Operational level</b>	<ul style="list-style-type: none"> <li>• Fire Service Headquarters</li> <li>• Police Service Headquarters</li> <li>• Fire &amp; Rescue Units</li> <li>• Police Units</li> <li>• Ambulance Stations</li> <li>• Humanitarian organizations</li> <li>• City services (electricity, gas, etc.)</li> <li>• Hospitals</li> </ul>	<i>Not applicable</i>	<i>Not applicable</i>

## 2.4.3 United Kingdom

**Table 12: Overview of the handling structure of EMS - United Kingdom**

<b>KEYWORD</b>	<b><i>Crisis at local levels</i></b>	<b><i>Crisis at regional levels</i></b>	<b><i>Crisis at national levels</i></b>
<b>Crisis management</b>	Local authorities: Head of the County / Metropolitan district / Unitary Authority	Resilience forum coordination Police Command supported by level one and level two category responders as required	Prime Minister
	Devolved administration	“Lead Government Department (LGD)”  Cabinet Office → devolved responsibility in Scotland, Wales and Northern Ireland	Cabinet Office
	Incident Commander • Gold Command • Silver Command	“Civil Contingencies Secretariat (CCS)” → devolved responsibility in Scotland, Wales and Northern Ireland	“Civil Contingencies Secretariat (CCS)”
<b>Operational level</b>	<ul style="list-style-type: none"> <li>• Bronze Command</li> <li>• Fire &amp; Rescue Units</li> <li>• Police Units</li> <li>• Ambulance Stations</li> <li>• Humanitarian organizations</li> <li>• City services (electricity, gas, etc.)</li> <li>• Hospitals</li> </ul>	<i>Not applicable</i>	<ul style="list-style-type: none"> <li>• Armed Forces of the UK</li> </ul>

#### 2.4.4 The Netherlands

**Table 13: Overview of the handling structure of EMS - Netherlands**

<b>KEYWORD</b>	<b><i>Crisis at local levels</i></b>	<b><i>Crisis at regional levels</i></b>	<b><i>Crisis at national levels</i></b>
<b>Crisis management</b>	Head of the municipality / mayor	Chairman-Mayor of the region	Minister of the Interior
	Public emergency response authority of the safety region	Public emergency response authority of the security region	Dutch Ministry of the Interior
	Incident Commander Disaster management staff of the municipality and safety region	Chairman-Mayor of the region Disaster management staff of the constituent state and safety region	“National CrisisCentrum (NCC)” “National OperationalCentrum (LOCC)” “National InformationCentrum”
<b>Operational level</b>	<ul style="list-style-type: none"> <li>• Fire Service Headquarters</li> <li>• Police Service Headquarters</li> <li>• Fire &amp; Rescue Units</li> <li>• Police Units</li> <li>• Ambulance Stations</li> <li>• Humanitarian organizations</li> <li>• City services (electricity, gas, etc.)</li> <li>• Hospitals</li> </ul>		

#### 2.4.5 Spain

**Table 14: Overview of the handling structure of EMS - Spain**

<b>KEYWORD</b>	<b><i>Crisis at local levels</i></b>	<b><i>Crisis at regional levels</i></b>	<b><i>Crisis at national levels</i></b>
<b>Crisis management</b>	Head of the municipality / mayor		Prime Minister
	Civil Protection Town Councillor	Proficient Council in Civil Protection	“Delegate Commission of the Government for Crisis Situations”
	Civil Protection Local Commission	Civil Protection Autonomous Commission	“Civil Protection National Commission”
	Incident Commander		“National Civil Emergency Planning Committee (NCEPC)”
<b>Operational level</b>	<ul style="list-style-type: none"> <li>• Fire Service</li> <li>• Medical Service</li> <li>• Local Police Units</li> <li>• Other Services*</li> </ul>	<ul style="list-style-type: none"> <li>• Autonomous Community Police Units</li> <li>• Fire Service</li> <li>• Medical Service</li> <li>• Other services*</li> </ul>	<ul style="list-style-type: none"> <li>• Armed Forces of Spain "Emergency Military Unit"</li> <li>• State Security Forces</li> <li>• Medical Service</li> <li>• Other services*</li> </ul>

\*Other services: Private entities and other groups that help in support or logistic jobs, Fire Service Headquarters, Police Service Headquarters, Rescue Units, Humanitarian organizations, Civil protection volunteers, support from the European Union, citizens etc.

## 2.4.6 Denmark

Table 15: Overview - Overview of the handling structure of EMS - Denmark

<b>KEYWORD</b>	<b><i>Crisis at local levels</i></b>	<b><i>Crisis at regional levels</i></b>	<b><i>Crisis at national levels</i></b>
<b>Crisis management</b>	Municipal crisis management teams		“The International Operational Staff (IOS)” Government Security Committee
	Command station, KSN (police) On site Commander (Police, Fire, Health) Local emergency response team (under the police leadership) Acute Medical Coordination centre, AMK (health) Local Operational Staff coordinated by the Police can be established	Municipal/national support centres	Senior Officials Security Committee  “Crisis Management Group National Operational Staff (NOST)”
	Incident Commander Incident Management Team		
<b>Operational level</b>	<ul style="list-style-type: none"> <li>• Fire Service Headquarters</li> <li>• Police Service Headquarters</li> <li>• Fire &amp; Rescue Units</li> <li>• Police Units</li> <li>• Ambulance Stations</li> <li>• Humanitarian organizations</li> <li>• City services (electricity, gas, etc.)</li> <li>• Hospitals</li> </ul>	<i>Not applicable</i>	<i>Not applicable</i>



### **3 Legal Nomenclature**

This section describes the legal nomenclature of legal structure. The following keywords are an especially extract. This extract appears practical, representative and conducive due to the moorfire scenario. The caption is divided in the parts of “administrative areas”, “responsible authorities” and “other terms”.

#### **3.1 Administrative areas**

It is a description of areas (local areas as well as administrative areas) and their legal order function in relation to the moorfire scenario.

##### **3.1.1 Selected Keywords**

###### **3.1.1.1 Administrative district**

An administrative district is an union of two or more administrative counties with a central administration.

###### **3.1.1.2 Administrative county**

An administrative county is an union of two or more boroughs or cities with a central administration.

###### **3.1.1.3 Municipality**

The municipality is the smallest administrative level in a governmental structure.

###### **3.1.1.4 Independent city**

Independent cities have local self-administration structures and therefore they do not belong to an administrative county.

###### **3.1.1.5 Constituent state**

Constituent states are the first administrative level underneath the national government.

###### **3.1.1.6 County town**

A county town is part of an administrative county. In some cases it is the smallest administrative level in a governmental structure next to a municipality.

###### **3.1.1.7 Safety area**

The safety area is a zone, which has a common emergency concept for all involved authorities.

###### **3.1.1.8 Fire District**

A Fire District is the area that is covered by one fire station.

### 3.1.2 Translations

The following table describes the selected keywords and the similarities of the respective states. The translations are in national language.

**Table 16: Legal Nomenclature of administrative areas**

<b>Keyword</b>	<b>UK</b>	<b>D</b>	<b>NL</b>	<b>E</b>	<b>DK</b>
<b>Administrative district</b>	<i>Not applicable - similar to County</i>	Regierungsbezirk	Plusregios	distrito gubernativo	<i>Not applicable - similar to Område</i>
<b>Administrative county</b>	County	Landkreis	<i>Not applicable - similar to Plusregios</i>	comarca	<i>Not applicable - similar to Område</i>
<b>Municipality</b>	District / Borough	Kommune	Gemeente	municipio	Kommune
<b>Independent city</b>	Metropolitan district / Unitary Authority	Kreisfreie Stadt	<i>Not applicable - similar to "Gemeente"</i>	<i>Not applicable - similar to "municipio"</i>	<i>Not applicable - similar to Kommune</i>
<b>Constituent state</b>	Countries (England, Wales, Northern Ireland, Scotland)	Bundesland	Provincie	Comunidades Autónomas	Område
<b>County town</b>	County town	Kreisstadt	<i>Not applicable - similar to Gemeente</i>	<i>Not applicable - similar to municipio</i>	<i>Not applicable - similar to Kommune</i>
<b>Safety area</b>	Regional Resilience forums	<i>Not applicable - similar to Landkreis</i>	Veiligheidsregio	<i>Not applicable - similar to Comunidades Autónomas</i>	<i>Not applicable - similar to Område</i>
<b>Fire District</b>	Fire District	Feuerwehr-Wachbereich	<i>Not applicable</i>	<i>Not applicable</i>	Anvendelses-område

## **3.2 Responsible authorities**

This section gives a list of authorities and institutions which are involved in the moorfire scenario as an cross-border incident.

### **3.2.1 Selected Keywords**

#### **3.2.1.1 Mayor**

The mayor is the head of the local administration and also serves as chief executive officer.

#### **3.2.1.2 Incident Commander**

The incident commander is the chief of the operational forces.

#### **3.2.1.3 Command staff**

The command staff is the group that supports the incident command and relieves its workload.

#### **3.2.1.4 Administrative staff**

The administrative staff supports the mayor and relieves his workload.

#### **3.2.1.5 Fire Service**

The fire service mainly provides emergency fire fighting and rescue services.

#### **3.2.1.6 Police service**

The police service provides service for law and order, traffic control and criminal prosecution.

#### **3.2.1.7 Emergency Medical Service**

The Emergency Medical Service provides the first responder aid in case of a medical emergency.

#### **3.2.1.8 Public emergency response authority**

The public emergency response authority is a part of the national administration that is responsible for emergency planning.

#### **3.2.1.9 Information and Situation Centre**

An Information and Situation Centre is an supporting institution that provides necessary information about disaster or major incidents for responsible authorities.

### 3.2.2 Translations

The following table describes the selected keywords and the similarities of the respective states. The translations are in national language.

**Table 17: Legal Nomenclature of responsible authorities**

<b>KEYWORD</b>	<b>UK</b>	<b>D</b>	<b>NL</b>	<b>E</b>	<b>DK</b>
<b>Mayor</b>	Mayor	Bürgermeister	Burgemeester	alcalde	Borgmester
<b>Incident Commander</b>	Incident Commander	Einsatzleiter	Operationeel Leiter	<i>Not applicable</i>	Episoden Commander
<b>Command staff</b>	Command staff	Führungsstab	Regionaal Operationeel Team (ROT)	<i>Not applicable</i>	Ledelsen
<b>Administrative staff</b>	Support / Administrative staff	Verwaltungsstab	Gemeintliches Beleids Team (GBT)	<i>Not applicable</i>	Management Unit
<b>Fire Service</b>	Fire Service / Fire Brigade	Feuerwehr	Brandweer	bomberos	Brandvæsen
<b>Police Service</b>	Police	Polizei	Politie	policía	Politi
<b>Emergency Medical Service</b>	Rescue Service	Rettungsdienst	Reddingsdienst	urgente de enfermos	Lægeambulance
<b>Public emergency response authority</b>	Civil Contingencies Secretariat (CCS)	Bevölkerungs- schutzbehörde	Nationaal CrisisCentrum (NCC)	<i>Not applicable</i>	Bevolkerungs- schutzbehorde
<b>Information and Situation Centre</b>	Control Room / Command Centre	Lagezentrum	<i>Not applicable</i>	<i>Not applicable</i>	<i>Not applicable</i>

### 3.3 Other legal terms

These terms are to provide a fundamental understanding of the statutory function of participants in the moorfire scenario, regardless the respective organisation.

#### 3.3.1 Selected Keywords

##### 3.3.1.1 Issue instruction

An issue instruction is the authorization to give orders to someone else.

##### 3.3.1.2 Legal liability

The legal liability is the financial and legal responsibility for something.

##### 3.3.1.3 Sovereign authority

The sovereign authority is the legal force and ultimate power, to enact, modify and rescind the laws of the country.

#### 3.3.2 Translations

The following table describes the selected keywords and the similarities of the respective states. The translations are in national language.

**Table 18: Legal Nomenclature of other legal terms**

<b>Keyword</b>	<b>UK</b>	<b>D</b>	<b>NL</b>	<b>E</b>	<b>DK</b>
<b>Issue instruction</b>	Issue instruction	Weisungsbefugnis	Instructiebevoegdheid	<i>Not applicable</i>	Myndighed
<b>Legal liability</b>	Legal liability	Gesetzliche Verantwortung	<i>Not applicable</i>	<i>Not applicable</i>	Juridiske ansvar
<b>Sovereign authority</b>	Sovereign authority	Hoheitliche Befugnisse	<i>Not applicable</i>	<i>Not applicable</i>	Suveræne

## 4 Conclusions

The EMSs of the considered EU countries have different structures. After the creation of a common nomenclature to define important vocabulary, the main goal of this deliverable is to display the EMS of the considered countries in a common structure in order to find links where the DISASTER ontology can be connected to improve the cross border communication of the systems.

This structure was established as a table to recognise the basic, legal and operational structure of every country. The basic structure provides a short overview of the government, legislation and administration structure. The legal structure shows the legal basis for the EMS, divided into legislation for medical, fire and police services. In countries where there is an additional legislation for disaster management, this is displayed in an additional column. In order to make the different operational structures comparable, the lowest common denominator was found by establishing three categories: the municipal, regional and national levels, which could be identified in all of the EMS that were considered.

Even though the countries, which are considered in this deliverable, are all members of the EU, their EMS differ in cases such as the legislation of disaster management. In Germany, every constituent state has its own police, fire and medical service legislation. The Spanish national government has also given a lot of the legislation competencies about the EMS to the Autonomous Regions. The other three countries have left the legislation central at the national level.

Apart from Spain, all the considered countries have established a nationally used ICS. The Dutch “GRIP system” defines the leadership and command regulations for the involved EMS and the local administration and defines the connection points between the EMS and the administration at every “GRIP level”. The “British ICS” implements a gold-silver-bronze level not only in the EMS organisations, but also other agencies that need to deal with the EMS in a disaster. The German “Dienstvorschrift 100” also defines a common command structure for the EMS in the various constituent states. In Denmark, the police coordinate the overall response and have the lead at major incidents, while a municipal onsite commander from the fire and rescue service manages the technical response.

The crisis management at local levels is similar in the countries, and is usually the head of the local authority, often the mayor, and carries the responsibility. He or she has the formal liability for the disaster management, which is carried out by the local authorities and the local operational forces.

At regional levels, the German constituent states and the Dutch Chairman-Mayor assume the responsibilities, in Denmark national agencies, such as the “DEMA” support with its municipal/national support centres, have the authority at local levels and lead the emergency management. The Spanish Autonomous Regions support the local levels and in the UK, apart from regional resilience teams, the national agencies support the local authorities.

The analysis of the agencies at national levels shows that most of the countries considered here provide specific committees that coordinate the collaboration at the national level of the ministries, which deal with crisis management. These are the Danish Government Security Committee, the Spanish Delegate Commission of the Government for Crisis Situations, the Dutch National Crisis Centre and the British Civil Contingencies Secretariat, which have at least a defined core group of members that take part in every crisis meeting. Apart from that, the German EMS establishes a crisis management group at the national level only when the collaboration at constituent state levels needs further coordination support. The Group, which has no special name, gathers its members from the ministries and agencies that need to be connected.

Except for in Spain, there are groups or centres at national levels that provide information and other support for the operational forces in disasters. These are the Danish Crisis Management Group, the Dutch National Operational Centre (LOCC), the British Lead Government Department (LGD) and the German Joint Information and Situation Centre (GMLZ).

With this deliverable, a common framework for the description of the different considered EMS is set up and the agencies and authorities that are involved in disaster management are classified. This shows the software developers which connections and communications between the EMS members of the various countries have to be considered when creating the ontology.

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## Annex A Diagrams of the Spanish EMS

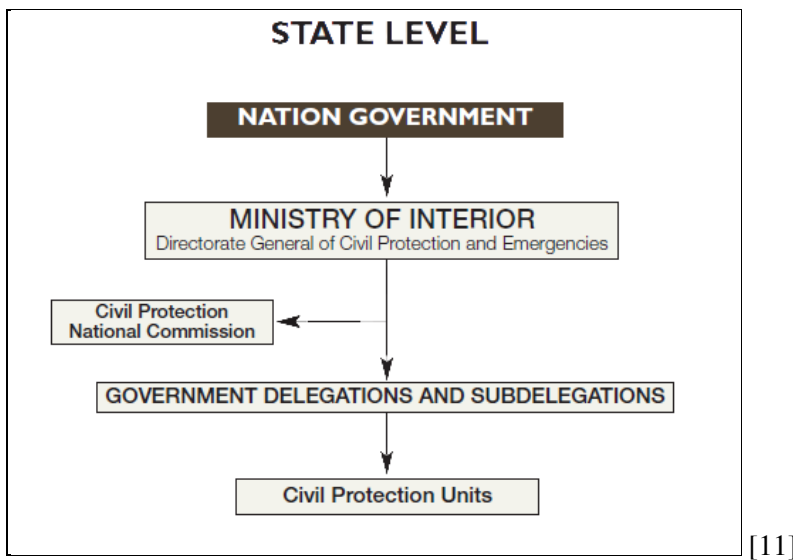


Figure 1: Responsibilities at the State Level

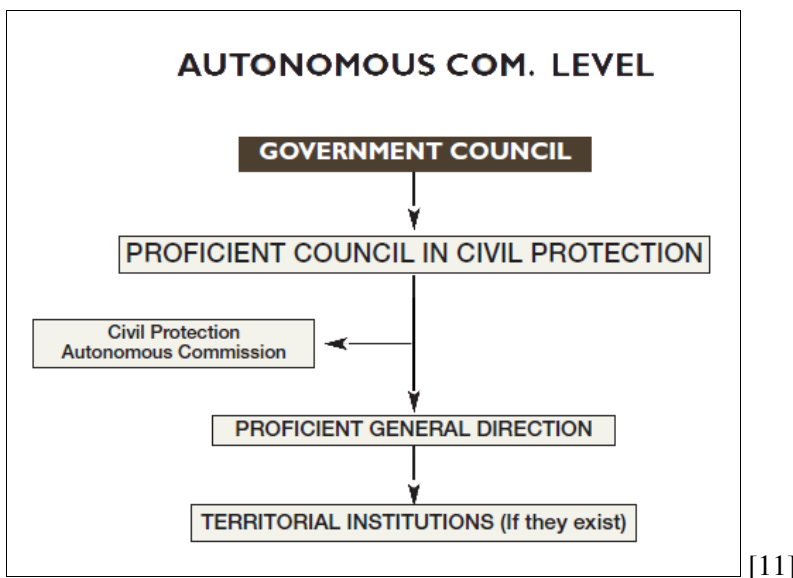
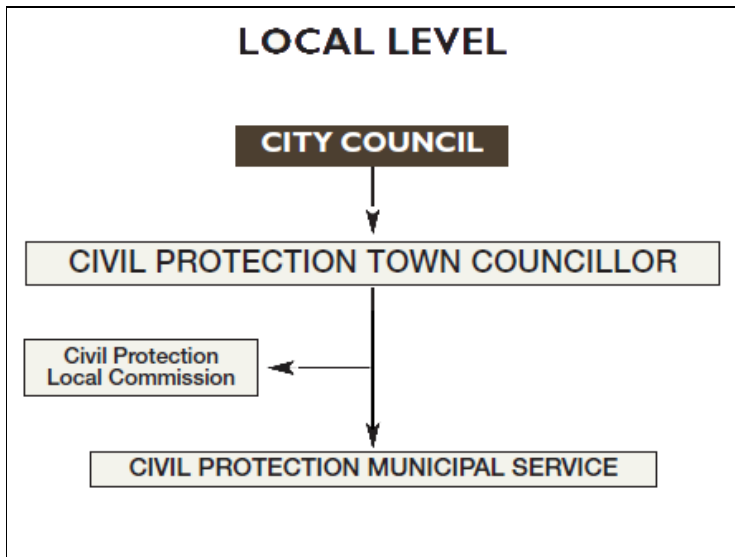


Figure 2: Responsibilities at the Autonomous Community Level





[11]

Figure 3: Responsibilities at the Local Level

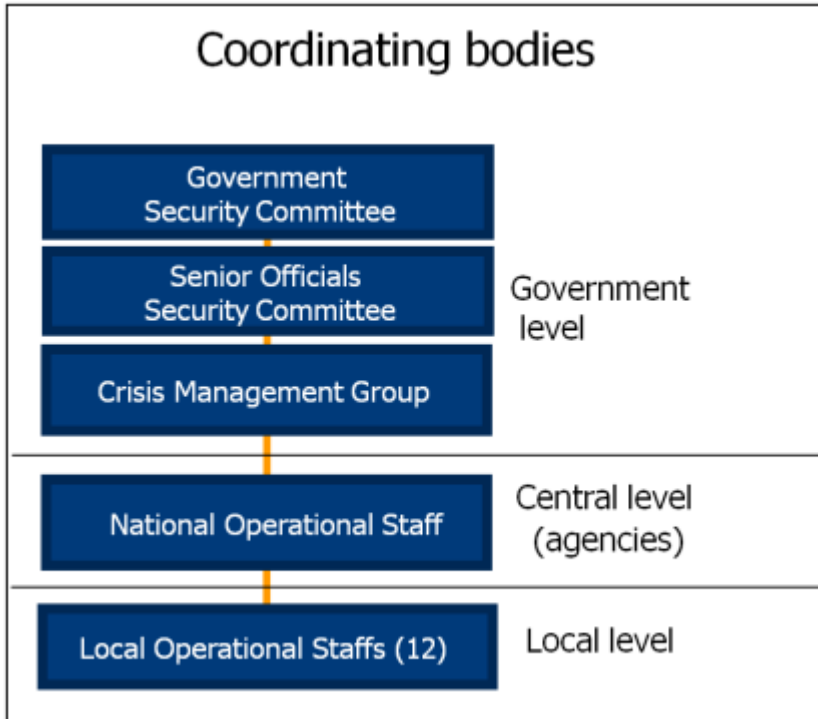
## Annex B Civil Contingencies Act 2004: List of Responders (UK)

**Table 19: List of Responders**

Category 1 (“core responders”)	Category 2 (“Co-operating responders”)
Emergency services <ul style="list-style-type: none"> <li>- Police Forces</li> <li>- British Transport Police</li> <li>- Fire authorities</li> <li>- Ambulance services</li> <li>- Maritime and Coastguard Agency</li> </ul>	Utilities <ul style="list-style-type: none"> <li>- Electricity distributors and transmitters</li> <li>- Gas distributors</li> <li>- Water and sewage undertakers</li> <li>- Telephone service providers (fixed and mobile)</li> </ul>
Local authorities <ul style="list-style-type: none"> <li>- All principal local authorities (i.e. metropolitan districts, shire counties, shire districts, shire unitaries)</li> <li>- Port Health Authorities</li> </ul>	Transport <ul style="list-style-type: none"> <li>- Network Rail</li> <li>- Train Operating Companies (passenger and freight)</li> <li>- London Underground</li> <li>- Transport for London</li> <li>- Airport operators</li> <li>- Harbour authorities</li> <li>- Highways Agency</li> </ul>
Health bodies <ul style="list-style-type: none"> <li>- Primary Care Trusts</li> <li>- Acute Trusts</li> <li>- Foundation Trusts</li> <li>- Local Health Boards (in Wales)</li> <li>- Any Welsh NHS Trust which provides public health services</li> <li>- Health Protection Agency</li> </ul>	Health bodies <ul style="list-style-type: none"> <li>- Strategic Health authorities</li> </ul>
Government agencies <ul style="list-style-type: none"> <li>- Environment Agency</li> </ul>	Government agencies <ul style="list-style-type: none"> <li>- Health and Safety Executive</li> </ul>

Source: <http://www.dft.gov.uk/mca/mcga07-home/emergencyresponse/resilience/list-of-responders.htm>

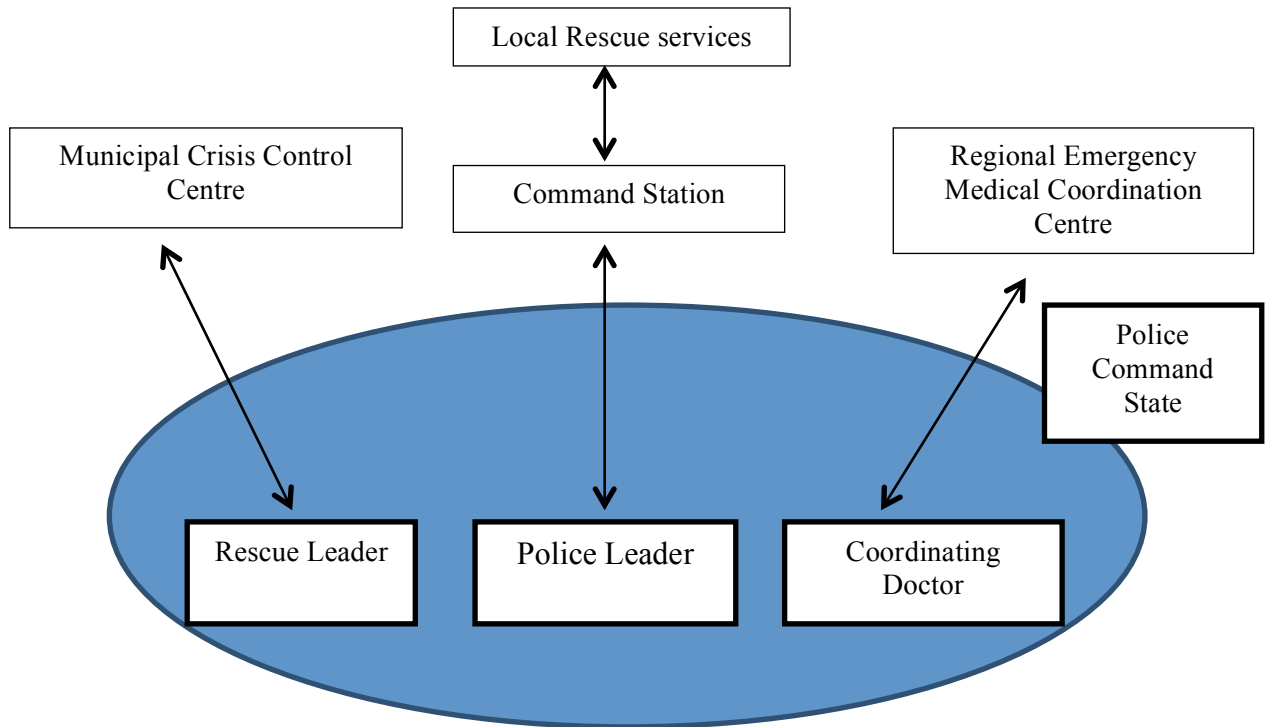
## Annex C Coordinating bodies for Danish national disaster management



[4]

Figure 4: Coordinating bodies

### Annex D Connections on Danish local and regional level



[13]

Figure 5: Connections between local and regional level