

**ORGANIZATION OF THE NATIONAL RESILIENCE SYSTEM AT THE
REGIONAL AND LOCAL LEVELS**
(Resume)

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The analytical report examines the methodological, organizational, legal, political and other aspects of regions' and local communities' resilience. The world's best practices in this field such as establishing and functioning of safety regions in the Netherlands and local resilience forums in Great Britain are analyzed. Challenges and prospects for resilience of territorial communities and regions in Ukraine are identified. Recommendations for the formation of a comprehensive model for inter-agency cooperation and coordination in the areas of national security and resilience at the regional and local levels in Ukraine are proposed. Intended for experts, scientists, specialists in the field of national security, authorities, representatives of public organizations and individuals, all those interested in the development of national resilience. It may also be useful in drafting and adopting legal acts regulating relations in this field.

Introduction

The state as a whole, and its regions, in particular, constantly face various kinds of risks, emergencies and crises that can destabilize or even change the direction of their development. Due to peculiarities of regions' geographical location, historical, cultural, economic, and political development, their vulnerabilities may vary from place to place. Building regional resilience is important not only in the context of minimizing such weaknesses but also in addressing local problems that impede the long-term sustainable development of regions within a united state.

The principles of broad engagement and subsidiarity are key to national resilience. Subsidiarity means that decisions on emergency and crisis response are taken at the lowest possible level, with appropriate coordination at the highest appropriate level.

According to paragraph 47 of the National Security Strategy of Ukraine “Security of a Person - Security of a Country”, approved by the Decree of the President of Ukraine dated 14.09.2020 No. 392, Ukraine must establish and implement a national resilience system. This implies, inter alia, effective coordination and efficient interaction between security and defense sector, other state bodies, territorial communities, business, civil society and the population in preventing and responding to threats and overcoming the consequences of emergencies, establishing and maintaining reliable channels of communication between state bodies and the population throughout Ukraine, etc.

The implementation of this task involves the establishment of such cooperation and the creation of the necessary institutional mechanisms, not only at the national level but primarily at the regional and local levels. Indeed, it is there that effective initial responses to threats of a wide range must be provided. The creation of permanent forms of interaction between state and local authorities, enterprises and organizations, the public and the media at the regional and local levels is a prerequisite for the effective implementation of state policies in the area of national security and resilience.

The report analyzed the experiences of the Netherlands and the United Kingdom, which have integrated multi-level national resilience systems. These states have established effective formats for inter-agency collaboration and regions’ and territorial communities’ resilience: safety regions in the Netherlands (Dutch: veiligheidsregio) and local resilience forums in the UK. The organization of such complex, permanent inter-agency cooperation mechanisms requires a clear definition of their mission, main goals and objectives, the specific features of the legal, organizational, scientific-methodological support of their activities, as well as sharing a power between the state, regions, territorial communities and so forth.

The study of the Dutch and British experiences focused on mechanisms for coordination and collaboration between the UK’s and its autonomies’ governments in large-scale emergencies. This is of particular interest in view of the differences in the local communities’ resilience systems functioning within the political and administrative territories of England, Wales, Scotland, Northern Ireland and the City of London. The experience of the structural and territorial development of the Dutch safety regions, as well as the specifics of scientific and methodological support for their functioning and coordination at the regional and national levels, could be valuable for Ukraine, too.

In the context of national resilience building, the EU countries and the leading international organizations are paying considerable attention to civil protection emergency preparedness and risk management. This is due to the fact that is impossible to completely

avoid most emergencies (especially those of natural origin), but their negative impact on society and the state can be reduced. Given the increasing turbulence and uncertainty in the global security environment, as well as the proliferation of hybrid-type threats, the EU countries are more actively considering the expansion of the national and regional resilience-building areas.

It should be noted that currently there is no universally accepted methodology for regional and community resilience building, including how it should be developed and evaluated. The main goals and objectives in this area should be determined on the basis of a conceptual framework for the development of national resilience and an appropriate institutional model of its provision in the state. It is also important to consider the resilience criteria of local communities as benchmarks against which progress towards certain targets can be evaluated.

Measures to provide for the resilience of regions and territorial communities in Ukraine have so far been fragmented and unstructured. The legislative and institutional arrangements for the processes concerned are inadequate, particularly with regard to the interaction of disparate state systems that are to deal with certain threats, including at the territorial level, mechanisms for interagency cooperation and coordination of such activities at various levels, public-private partnerships and sustainable communication with the population, etc. The lack of a common understanding in Ukraine of the national resilience framework, the processes it encompasses and its structure significantly impedes the implementation of the relevant processes at the regional and territorial communities' levels.

Taking into account the best world practices, the OECD and NATO recommendations, as well as the organization and functioning of national security systems and mechanisms at the regional and local levels in Ukraine, the authors of the proposed publication have developed recommendations for the establishment of an integrated organizational model of regions' and territorial communities' security and resilience in Ukraine, as well as the creation of permanent formats for interaction between national and local authorities, civil society, enterprises and organizations. These recommendations have been prepared in accordance with the implementation of the National Security Strategy of Ukraine and the Ukraine-NATO Annual National Program, approved by the Decree of the President of Ukraine dated 26.05.2020 No 203.

Conclusions

1. Effective organization of the security and civil protection system for regions and territorial communities is critical in the formation of the national resilience of any state. The initial response and the localization of threats and emergencies begin at the local level. With this in mind, regions and territorial communities must have sufficient capabilities and

reserves to respond to a wide range of threats, be prepared for interagency cooperation and interaction with the population, neighboring regions and government agencies if necessary.

To that end, it is important, both at the national and local levels, to manage risks, identify threats and vulnerabilities in advance, assess relevant capabilities, disseminate the necessary knowledge and skills, build the necessary reserves, be as proactive as possible, address complex issues that impede sustainable development.

In general, all resilience-building measures in a state should follow a unified cycle and be harmonized at all levels.

2. Local and regional authorities in EU states play an important role in the safety and resilience systems of local communities. The focus is on the protection of the population from emergencies.

The interaction of the various resilience actors and stakeholders involved in readiness building and threat response is regulated both by national and EU legislation as well as by international agreements.

Taking into account the complexity of security situation in the world, many countries use a systematic comprehensive approach to preparedness and response to a wide range of threats. It means that civil protection and crisis management are considered in conjunction with other aspects of national security and resilience ensuring (like “Total Defence” “Comprehensive Defence” concept).

Relevant activities at the regional and local levels are organized according to the following basic principles:

- legality and continuity, which means the ability to make, communicate and implement decisions even in crisis, and to do this in a legitimate, effective and accountable manner at all times;
- clear separation of powers between state and local authorities in responding to threats and crises of a certain scale, origin and nature;
- interaction and cooperation, which provides for regular meetings in an inter-agency format with the involvement of representatives of regional executive bodies, local governments, civil society, business, media, etc.;
- collective responsibility of all resilience actors and stakeholders for crisis management planning and preparedness;
- clarity and appropriate transparency of activities in the field of regions’ and territorial communities’ resilience.

3. Measures to ensure resilience of regions and territorial communities in Ukraine are fragmentary and disordered. The lack of a common understanding of the national resilience framework (its mechanism, the processes it covers) and the structure of the national

resilience system is the obstacle for the implementation of appropriate practices at the level of regions and territorial communities.

A number of institutional and legal challenges hamper resilience building in regions and territorial communities in Ukraine:

1) Legal regulation and existing vertical and horizontal linkages between main actors are inadequate. It causes problems in the implementation of a unified system-wide coordination mechanism based on the full national resilience cycle (risk assessment, identification of vulnerabilities, preparedness, planning, prevention, response, recovery) and implementation of an integrated approach to response to a wide range of threats and hazards, including possible cascading effects at all stages of the crisis cycle.

The legal regulation of the processes of preparedness and response to certain threats and emergencies is dispersed in various legislative and regulatory acts of Ukraine. The definitions, institutional arrangements and methodological approaches are not harmonized.

2) There are no clear links between the functioning of existing national systems for responding to certain types of threats and hazards, which involve inter-agency collaboration (the Unified state system of civil protection of Ukraine; the Unified state system of preventing, responding to and eliminating terrorist acts and minimizing their impact; Ukrainian emergency medical services system; National Cyber Security System of Ukraine; National defense system, etc.).

Although most of them are organized at both the national and territorial levels, the vertical links within them between the center and the regions have a strong functional orientation. There are also a number of challenges in functioning these systems.

3) The various formats of inter-agency cooperation (coordination bodies and interagency groups) formed in the framework of these national systems operate within a narrow field of separate responsibilities. At the same time, the mechanism for harmonizing their activities in the areas of preparedness, prevention, response to threats, crises or emergencies and recovery after them is not clearly defined by legislation.

Such a situation is conducive neither to an integrated approach to preparedness for response to threats and hazards of different origins and character nor to concerted action to react to threats with cascading effects, including the hybrid ones.

4) There is no comprehensive exchange of information on all possible threats and emergencies. Relevant processes are currently taking place mainly within certain areas of national security (cybersecurity, counter-terrorism, etc.) but are not systematic. The situation and crisis centers of different ministries and departments are not networked.

Modern methods and technologies for risk and threat assessment, crisis modeling, scenario forecasting, formation of multi-criteria threat matrices, data catalogs, geospatial data analysis, etc. have not become widespread, especially at the regional and local levels.

All this hinders the formation of catalogs and databases needed for analysis, forecasting and planning in the areas of national security and resilience at both the national and territorial levels.

5) The public-private security partnership at the territorial level is rather low. Resilient two-way communications with the population have not been established. A fairly common in the world programs of assistance to the law enforcement agencies by the population are not implemented.

6) The existing inter-agency bodies' potential as platforms for horizontal and vertical cooperation, communications between business, public organizations and the local government bodies use insufficiently. It hinders the implementation an effective regional policy and providing for the security and resilience of regions and territorial communities. This applies in particular to the Interdepartmental Coordination Commission for Regional Development, regional development agencies, etc.

7) The strategic planning system in Ukraine does not yet provide clear mechanisms for harmonizing all the processes of preparing strategic and program documents at the national, regional and local levels within a unified cycle. The situation is similar in the area of emergency planning.

8) Lack of a strategic vision for the development of the security environment at the regional and local levels, problems in interagency cooperation and coordination of such activities makes it difficult to identify vulnerabilities and build joint capabilities and preparedness of territorial communities, in particular, to deal with threats of a cross-sectoral or hybrid nature.

The incompleteness of decentralization reforms is worsening the situation, creating risks for the adequate provision of public services.

4. When improving the model of coordination and interagency cooperation in the field of security and resilience of regions and territorial communities one should take into account the conceptual framework of national resilience in Ukraine, as defined in a separate legal instrument (the Concept).

The updated model should provide for continuity and efficiency in the management and delivery of critical services to the population, both in peacetime and in crisis, when threats of any nature or origin are materializing, as well as in the post-crisis recovery phase. This requires, among other things, the establishment of clear lines of authority, power-sharing scheme and the post replacement order in public governance, alignment and streamlining of the interaction between the various national systems and the modalities of inter-agency cooperation in the field of threat and emergency response, the introduction of protocols for concerted action in accordance with the register of current and potential risks and threats both common to Ukraine as a whole and its specific territory, etc.

5. The following basic approaches should be taken into account when developing a comprehensive organizational model for the resilience of regions and territorial communities in Ukraine:

1) Regional state administrations should play a central coordinating role in building regional resilience. Their functions in the field should be expanded, in particular, with regard to the coordination and harmonization of the various formats of inter-agency cooperation within the region, comprehensive risk assessment process and the identification of threats and vulnerabilities at the regional level, maintaining a regional register of threats, implementing early warning systems, aligning socio-economic development plans with security and resilience plans, developing appropriate joint capabilities, etc.

Inter-agency working groups and temporary monitoring groups may be set up within regional state administrations to support such activities.

A clear mechanism for the interaction of regional state administrations with the Cabinet of Ministers of Ukraine, the National Security and Defense Council of Ukraine or the special security and resilience bodies established by them should also be defined.

2) The functions, tasks and composition of local technological and ecological safety and emergencies commissions should also be expanded. These commissions should be transformed into local security and resilience commissions of regions and territorial communities.

They should become the main permanent format for inter-agency cooperation in the relevant field, within the framework of which information exchange, coordination of integrated risk assessment, threat identification, vulnerabilities detection, preparation to a wide range of threats response, planning of appropriate coordinated measures, post-crisis recovery, etc., will take place.

Representatives of territorial structures of central and local executive bodies, local self-government bodies, enterprises, institutions and organizations located on the territory of the respective administrative-territorial unit, but also representatives of territorial bodies of the Security Service of Ukraine, the Armed Forces of Ukraine and other military formations should be involved in the work of such commissions on a permanent basis.

3) A network of subsidiary bodies consisting of inter-agency working groups, commissions, regional development agencies, public organizations, etc. may be formed to discuss and agree on draft management decisions, as well as to address other common security and resilience issues of regions and territorial communities. The establishment of a training center network for the development of regions' and territorial communities' resilience is of particular importance. All subsidiary bodies, united in the relevant network,

must function in an interconnected manner and in a single algorithm of actions, perform tasks within the defined work programs and technical tasks.

4) Local self-governments and their executive bodies should play a central coordinating role in providing resilience at the territorial communities' level. And the relevant territorial communities' commissions on security and resilience are to be the main format for inter-agency cooperation.

At the same time, it is crucial to establish effective and continuous cooperation with local commissions on security and resilience and relevant state administrations.

5) It is important to form joint organizational, security and other capabilities of regions and local communities necessary to provide for their resilience.

In particular, it is necessary to expand the practice of establishing citizens' security centers, to form a joint network of situation centers at the regional (oblast) level, to engage the potential of regional development agencies, volunteer organizations, private business and the population in order to develop the infrastructure of the relevant administrative and territorial unit and to implement assistance programs for law enforcement and civil protection forces.

Overall, the implementation of the decentralization reform in Ukraine is helping to build the resilience of regions and territorial communities. In this way, there is a reasonable and expedient redistribution of powers between central and local governments (including to some extent in the security sphere), provided that the key role of the state is maintained and its supervisory and coordinating functions are strengthened. This approach makes the national security system more flexible, capable of providing an effective initial response or "absorption" of the threat at the territorial level.

6. The development of strategic documents and policy papers in the field of regions' and territorial communities' security and resilience must follow the defined goals and objectives. Progress in their implementation should be evaluated periodically taking into account the established criteria and expected results.

In particular, the main objectives in the area of regions' and territorial communities' resilience are:

- changing the way of thinking and fostering a culture of security in society;
- establishing a model of effective governance based on the broad interaction;
- building cohesion - uniting around security and resilience issues;
- developing joint capabilities and improving planning to provide for an adequate level of preparedness and effective response to a wide range of threats and crises;
- establishing effective public control over the use of resources at the regional and community levels.

Recommendations

Based on this analysis and bearing in mind the above conclusions, we consider it useful to recommend the following:

1. Office of the National Security and Defense Council of Ukraine should:

1) prepare, together with the Secretariat of Cabinet of Ministers of Ukraine, a package of documents on national resilience issues and provide for its consideration following established procedure at a meeting of the National Security and Defense Council of Ukraine. The package is to include in particular the Draft National Resilience Establishment Concept, the Draft Concept Implementation Plan, the Draft decision to establish a system of national and regional bodies for resilience coordination (including in the area of risks and capabilities assessment, threats and vulnerabilities identification) and a network of resilience-building research, analysis and training centers;

2) consider, together with the Secretariat of the Cabinet of Ministers of Ukraine, the issue of establishing a unified network of situational and crisis centers in Ukraine, prepare a draft decision and provide for its consideration following established procedure at a meeting of the National Security and Defense Council of Ukraine;

3) devise and submit, following the established procedure, proposals for the development of a work plan for the Congress of Local and Regional Authorities under the President of Ukraine for 2021-2024, in the context of the implementation of the National Security Strategy of Ukraine, approved by the Decree of the President of Ukraine dated 14.09.2020 № 392 concerning National resilience building.

2. The Cabinet of Ministers of Ukraine should:

1) define the criteria of regions' and territorial communities' resilience, including the following:

- reliability and adequacy of the region's / territorial community's organizational, security and social capabilities;
- availability of reserves of the relevant material and human resources;
- continuity of strategic business processes, public and other critical services;
- the region's / territorial community's resilience actors' level of preparedness to respond to threats and emergencies of various kinds;
- quality and accessibility of educational services in the field of security and resilience;
- the level of community members involvement in the decision-making process within the relevant administrative-territorial unit;

- reliability and efficiency of bilateral channels of communication with the population;

- use of the latest technologies in the field of security environment analysis, risk forecasting, threat detection, crisis management, etc.;

2) identify the main processes and tasks in the framework of regions' and territorial communities' resilience, as well as mechanisms for coordination and interaction of existing national security and civil protection systems, taking into account conceptual approaches to building a national resilience system;

3) provide for the operation of the 112 emergency system in compliance with the Law of Ukraine "On the system of emergency assistance to the population at a single telephone number 112";

4) consider:

- expanding the functions of the State and regional Commissions on Technogenic and Environmental Safety and Emergencies in crisis management and preparedness for all phases of threat and emergency response (before, during and after an emergency), developing the necessary capabilities, coordinating security activities and maintaining critical infrastructure, as well as expanding their membership and creating a network of interdepartmental commissions on security and resilience on their bases;

- pilot projects for the implementation of a comprehensive organizational model for the secure and resilient region and territorial community, using several of those as examples;

- expanding the functions of the Interagency Coordination Commission on Regional Development in terms of coordinating the actions of executive authorities with the involvement of local governments in planning coordinated measures for preparedness to respond to threats and emergencies covering one or more regions, as well as post-crisis recovery;

- harnessing the potential of regional development agencies to stimulate public-private partnerships in the regions' and territorial communities' resilience building.

5) develop and submit in due order proposals for the formation of the work plan of the Congress of Local and Regional Authorities under the President of Ukraine for 2021-2024, including the tasks on building the resilience of communities and territories in the context of the implementation of the provisions of the State Strategy for Regional Development for 2021-2027, approved by the resolution of the Cabinet of Ministers of Ukraine dated 05.08.2020 № 695.

3. Regional, Kyiv city state administrations should:

1) formulate programs for the development of public-private partnership in the security sector, in particular with a view to introducing modern methods and technologies for risk and threat assessment, crisis modeling, scenario forecasting, multi-criteria threat matrices, data catalogs, geospatial data analysis, and "smart cities" technologies within the relevant administrative-territorial units;

2) organize and conduct inter-agency seminars and other communication measures, including public ones, to clarify the conceptual framework, goals and objectives of the regions' and territorial communities' resilience.

For the whole or partial use of the materials, the reference to this publication is obligatory.

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