

CIVIL DEFENSE OR CIVIL PROTECTION

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Abstract: *Contemporary security trends are such that threats, both from natural and other hazards, are very certain, constant, and increasingly frequent. The opening of certain crisis hotspots, such as in Ukraine, also requires the reconfiguration of certain protection and rescue systems and adaptation to the resulting situation. The protection of civilians from various acts of war that affect them directly or indirectly, through the lack of fuel, food, water, and other necessities, is one of the priorities of modern protection and rescue systems. Stories about the possible use of nuclear assets moved forward the re-considering of some questions related to the shelters, stockpiles, decontamination, and similar measures that have been somewhat marginalized over the past period. This paper aims to point out the difference between civil defense and civil protection and to highlight the need for a broader concept and a return to civil defense in the context of contemporary threats.*

Key words: *civil protection, civil defense, protection and rescue, war, natural hazards*

1. INTRODUCTION

Contemporary time has a need for contemporary measures, but measures themselves are old as mankind. New is a way how they suppose to be applied. The challenges of modern times are much more demanding and states and individuals are trying to get over them.

In most countries, different systems are developed in the last hundred years, in order to fight those challenges. Basic idea was to protect civilians, material goods, and the environment, and above of all to protect the state and secure its sustainability and duration. Which way the state was going to use was depending on the nature of the hazards and the availability of capacities.

Basically, in a civilian context, there are two basic approaches and they are civil defense and civil protection. Which of those two concepts will be used and in which volume, is depending on the threats and capability of the state to organize one of those two concepts.

This paper aims to point out the difference between civil defense and civil protection and to highlight the need for a broader concept and a return to civil defense in the context of contemporary threats for most of the states. It will be done through historical context, defining civil protection and civil defense, and a conclusion at the end of the paper.

2. HISTORICAL CONTEXT

From the beginning, man has a drive for self-preservation and the struggle for survival. In this context, he deals with self-protection every day. In addition, with the development of human communities, the need for mutual protection and mutual assistance developed in order to preserve the clan or tribe. Often, the ostrich boat is taken as an example of the first crisis management, that is mutual aid and protection. In this context, man still performs self-protection and tries to "survive". On the other hand, he protects his family and his immediate environment, that is, he implements mutual protection measures. In the context of modern times, these activities, which people, more or less, constantly realize, are regulated by law. The need for the protection of civilians by the state or some form of government is also not recent and it existed in ancient times with the formation of the first fire brigades. Thus, in Ancient Rome, in response to public demands that something is done about the increasingly frequent fires in the City, Emperor Augustus formed a brigade of guards (vigiles) in the 6th A.C., who, in addition to keeping peace and security, was in charge of supervising the night lamps and safely lighting a fire as well as for extinguishing fires and for this purpose were equipped with the means available at the time (hooks, axes, ladders, ropes, and buckets, but also water pumps that created pressure to throw the stream up to 100 feet). The brigade consisted of seven cohorts with 560 men each, with each cohort responsible for two of the 14 Roman districts. Every four months, 320 members of the guard were sent from Rome to the ports of Ostia and Portus. Each cohort had four doctors and a kind of chaplain. (Milasinovic, Kesetovic, 2011) Later, during the Middle Ages and epidemics of the plague, etc., measures were taken to protect civilians in the form of quarantine and isolation, etc. The need for flood protection, building on elevated and dry terrain, and preparations of supplies for winter (food, firewood, etc.) are all ways of civil protection in the function of personal and collective protection. This shows that the issue of civil protection, only in a different form and under a different name, has been present since the beginning of the human race through personal and collective protection.

The development of war techniques, the increase in the range of certain combat weapons, as well as their lethal effect, led to the fact that civilians had to be taken into account in wars. However, this protection of civilians was most often directed at smaller areas where armies clashed in open fields, and in the area of medieval cities where the robust and stone-made towns were shelter for civilians during the war times. In those towns were some amounts of supplies with food and water to resist the siege of the city for some period of time. With the development of modern armies at the beginning of the nineteenth century, the need to protect civilians from military operations grew. During the First World War, the need for the protection of civilians went beyond its original framework and developed into the concept of civil defense, where cities and populations played their role in the defense systems of the warring armies. However, apart from the cities in the grip of the fronts and the civilians who lived in them, this concept of civil defense remained concentrated in the areas around the fronts, because the range of artillery was still relatively small, and the effect of aviation was directed at military targets, and the appearance of chemical weapons gave a new dimension in protection system.

As a consequence of the destruction and experiences from the First World War, the population hiding function and activities on shelter construction and chemical protection were developed. In the Second World War, the development of aviation and long-range artillery and later missile systems (V1, V2), led to a broader approach to the issue of civilian protection, i.e. the development of the concept of civilian protection in a broader sense, i.e. to civil defense. The population took a direct part in the activities of civil defense, especially in Great Britain, which in 1940 was attacked by German aviation and later by German rocket systems, and later on in Germany when allied forces started to fight back.

After the Second World War and the bloc division of the world, which followed after it, civil defense gained importance, especially from the aspect of surviving a nuclear war. Shelters are being built, individual and collective, early warning systems are being created, the population is being trained in procedures in the event of a nuclear explosion, etc. With the weakening of the bloc division of the world, the creation of an environment where only natural and technical-technological disasters pose a threat to the population is again taking place. The military aspects were increasingly being neglected, and thus civil protection comes to the fore ahead of civil defense in most countries of the world. However, the latest events in Ukraine, the world economic crisis, uncertainty when it comes to world peace, and uncertainty when it comes to the confrontation of the two world nuclear powers through proxy wars, or direct confrontations, have led to the fact that civil defense once again assumes primacy.

As can be seen, civil protection and civil defense replace each other and, throughout history, give each other the leading position depending on the events in the world and the threats that present a daily challenge to states and their systems of protection and defense.

In this context, we can talk about several factors and their elements that are decisive for the development of civil defense, and these are first of all: factors related to dangers that threaten people, material assets, and the environment (war, nature, mechanical and technical conditions, modern security challenges), technical and political factors (finances, geopolitics, previous experiences, internal politics, nuclear threat - military and civilian). (Jakovljevic, 2006) That is, the four basic goals of civil defense are humanitarian issues, deterrence, controllable crisis, and survival of the state. (Vejl, 1991) It is precisely the survival of the state that is the key part that distinguishes civil defense from civil protection.

3. TERMS OF CIVIL PROTECTION AND CIVIL DEFENSE

In a functional sense, civil protection is defined exclusively as a humanitarian activity whose main goal is the protection of the civilian population. In modern conditions, the concept of civil protection is less and less related to the protection and rescue of the population in conditions of war destruction and the focus is on assistance in case of natural, anthropological, technical-technological, and other emergency situations.

In accordance with Additional Protocol I of the Geneva Conventions, which many refer to when defining civil protection, „civilian protection“ implies the performance of some or all humanitarian activities given in Article 61 of Additional Protocol I with the aim of protecting the civilian population from the threat of hostilities or accidents and to help him overcome their direct effects, as well as to ensure the conditions necessary for his survival.

Before this definition and the content of "civil protection" are taken into further consideration, it should be emphasized that in the English translation of this Geneva Convention the term in the title is "civil defense" and not "civil protection". This chapter in the same document is translated as civil protection (Zivilschutz) in German as well as in French (Protection civile) and Italian (Protezione civiva), while in Russian it is translated as civil defense (Grazhdanskaya oborona). The translation in neighboring countries and in Bosnia and Herzegovina is "civil protection" for that chapter of Additional Protocol I, and the same is true of the International Civil Defense Organization, whose name in Bosnia and Herzegovina, Serbia, and Croatia is translated as the International Civil Protection Organization (although the title clearly states that it is about civil defense) because it is supposedly more politically correct. Regardless of the translation, it should be pointed out that this Additional Protocol and the Geneva Conventions relate to the protection of victims of international armed conflicts and contain measures that are characteristic of war conditions (blackouts, urgent establishment of badly

needed services of public interest, assistance in preserving goods essential for survival) which gives a clear direction that it is about civil defense and not about civil protection.

In the Dictionary of Civil Protection issued by the Federal Administration of Civil Protection of the Federation of Bosnia and Herzegovina, it is emphasized that "civil defense is a broader term than civil protection." (Huseinbasic, 2004; 24) In that Dictionary, civil defense is defined as a part of the security system of the state, which, in addition to protection and rescue, also deals with the defense of the population, material, cultural and other assets from all kinds of dangers of natural or anthropological origin. This implies the participation of the civilian population in unarmed forms of resistance to the aggressor and the creation of conditions for overall defense and protection. In addition, the civil defense has the task of creating conditions for normal life and work in the affected area. According to this dictionary, civil defense consists of civil protection, monitoring and alerting, management links, authorities, companies, and other legal entities and services, as well as planning and education. That the term "civilian defense" is broader than the term "civilian protection" and that these are two different concepts is also considered by Grisold when he presents civil protection as an integral part of civil defense in the security system of the modern state. (Grizold, Tatalovic, Cvrtila, 1999; 10)

Moreover, civil defense is an organized activity of the civilian population to reduce the effect of the enemy's action from the airspace, land, and sea, and to maintain or renew essential services necessary for the life of the people and the maintenance of living conditions. Closer tasks of civil defense are prevention of surprises: reduction of losses, moral shocks, and material damages; providing assistance, and enabling the quickest elimination of the consequences of the enemy's actions. It works closely with armed forces units. In some countries, it merges with defense and acquires a military character." (Abazovic, 2002; 87)

Some authors divide the definition of civil defense into narrow and broader. In the narrower sense, civil defense is the protection of the civilian population and material goods in conditions of war and in case of danger of natural or anthropological origin. In a broader sense, civil defense includes "the defense of civil society against political domination, ideological influences and natural exploitation in conditions of war, while not neglecting the protection and rescue of the population, material, and cultural assets in conditions of peacetime emergency situations." In a functional sense, civil defense, according to this understanding, includes in its scope of work the protection of public authorities, the economy, the territory, and the environment, information systems, and early warning of potential dangers". (Jakovljevic, 2006; 12) All this indicates that civil defense is not passive, and as part of internal security, it enables the state to exercise its right to self-defense. Although many countries try to just rename their "civil defenses" to "civilian protection", without a deeper analysis of the content of these systems, the Italian government has decided to divide it so that civil defense is an organization for military defense and leads preparations for work in war while civil protection as an organization is directed towards protection and rescue in natural and other disasters. (Huseinbasic, 2007; 68) In Switzerland, civil defense is the responsibility of the state, while 26 cantons manage civil protection and it is basically their responsibility. On the other hand, in some countries, such as Russia, these terms are identified. Although the Russians created the Encyclopedia "Civil Defense" in 2015, they defined that term in that Encyclopedia as a synonym for civil defense, and they defined civil defense as "a system of preparing and protecting the population, material and cultural assets in Russia from the dangers arising from the behavior of the enemy or the results of his actions, as well as occurrences of a natural or artificial character". (Grazdanskaya Zashchita - Entsiklopediya, 2015; 383)

The return of the cold war, regional conflicts, terrorist threats, and their possibilities, and the current existence of nuclear arsenals, puts the question of the need for civil defense in addition

to civil protection into a new context. Some call it a return from civil protection to civil defense (Aleksander, 2002), but these are two functions of the state that must develop in parallel in accordance with modern democratic principles of society with full respect for basic human rights. "Preparedness for special situations in peacetime does not imply readiness for a military attack." (DCPA, 1973), but preparedness for the war and military attack implies readiness for peacetime situations. Accordingly, it is very important to understand the content of the term civil defense. Depending on its content, it also depends on how much it will differ from other terms, including the term civil protection. In some countries, such as the USA, civil defense was and remains a way of deterrence, and through this, it can also include the protection of the country's critical infrastructure both from natural disasters and from various types of attacks, of which terrorist attacks have been very common in recent times, but they can be various politically motivated attacks as well as a military conflict. In the USA, the definition of civil defense from 1990 by the Federal Emergency Management Agency (FEMA) states that civil defense includes activities and measures designed or undertaken for the following reasons:

- a) to minimize the effects on the civilian population in the event of an attack or possible attack on the USA or by a natural disaster,
- b) act in case of immediate emergency conditions that would be created by such an attack or natural disaster,
- c) implementation of urgent repairs or urgent establishment of vital functions and services destroyed or damaged in such an attack or by a natural disaster.

On the other hand, in the documents of the US Army (DOD Dictionary, 2007), civil defense is presented with the same definition, with the last part "or by a natural disaster" being removed from that definition.

Taking everything into account, the reasons for implementing civil defense are based on at least six factors: finance, geopolitics, previous experiences with natural emergencies, previous experiences from wars, domestic politics, and nuclear weapons. (Vejl, 1991; 52) All these factors can be considered in the countries of the Balkans, including nuclear weapons, because there is a real threat to the world and then also to the countries of the Balkans. On the other hand, significant military conflicts in the world, such as the conflict in Ukraine, and above all its economic but also military escalation, give rise to the need to think about civil defense in a different way, taking into account the war exposure as a factor in the development of the civil defense. It is the same with terrorism, i.e. the use of airplanes to bring down towers in the USA, the use of sarin in the subway in Tokyo, the use of anthrax, and the further development of various chemical and biological agents by various terrorist organizations (ISIL) who makes us aware that we must be aware the fact that it is only a matter of time when one such organization will get possession of a nuclear missile or some other type of nuclear bomb, or the states in conflicts will be bold enough to use nuclear missiles as well.

When it comes to the term civil protection, we have already seen that it is narrower than the term civil defense and that they differ in terms of content. Considering the essential difference in content between civil defense and civil protection, states must develop both components as part of internal security that will enable not only the protection of people, materials, and other goods from natural and other dangers, but also enable the state to exercise its right to self-defense both within the states themselves and in the case of war threats and war events both in the surroundings and on the territory of the Balkan countries, regardless of how these and such events occurred. Such activities are carried out by countries such as Switzerland, Germany, USA, Russia, and e.c. On the other hand, the development of civil defense is also justified in the protection of civilians from major accidents, primarily at nuclear facilities in the surrounding area, where the population must be ready to spend some time in a closed space,

and this implies the provision of food and water for a shorter period of time. A pandemic of COVID 19 showed all weaknesses of states who did not think about civil defense but rather think about civil protection. Lockdown, curfew, isolations, and other measures showed that the population was not ready for it. People were scared, with a lack of food, water, and other things (such as toilet paper). Civil defense was again raised on a level that was beyond civil protection.

4. CONCLUSION

Serbia and the Balkans, it is clear that civil defense must not be neglected. The end of military service, the exclusion of subjects such as National Defense and Social Self-Defense, and the neglect of all segments of civil defense in the last 30 years, speak in favor of the fact that civil defense is again almost at the beginning in these Balkan areas. Civil protection has gained momentum in the last few decades but is still at the level of state institutions and organizations. It is still at a very unsatisfactory level when it comes to the civil protection of local self-government units.

Civil defense needs to be rehabilitated through curricula and included in the segments of civil protection in the Balkan countries because it is content and conceptually broader than civil protection and is very little represented. The last event in Ukraine and COVID/19 pandemic showed that we need a broader concept than civil protection, there is a need for civil defense.

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