

# perceptions Newsletter

Supporting NATO Operations - Protecting Civilian Populations

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## EDITORIAL

by Martin Howard, NATO Assistant Secretary General for Operations



### CEP : Partnership in action

Poiana Brasov in Romania last November provided a very picturesque backdrop to my first SCEPC Plenary as Assistant Secretary General for Operations and the quality of discussions certainly mirrored the quality of the landscape. I was particularly encouraged by the constructive atmosphere of information and experience sharing. The Euro-Atlantic area is vast and NATO clearly offers added value by bringing together representatives from Interior Ministries and Emergency management agencies to exchange best practices and enhance cooperation. It is was a fascinating experience to be part of a large international gathering of people focused on issues directly affecting civilian populations in their respective countries: preparedness against terrorist attacks, emergency response and critical infrastructure protection.

CEP and Partnership have gone hand-in-hand since the very beginning of PfP. CEP has always been at the forefront of activities with Partners and has often served as a testbed for the enhancement of Partner participation in, and co-ownership of, Alliance activities. As early as 1998, CEP's Planning Boards and Committees were opened to Partners and the EADRCC, celebrating its 10th anniversary this year, is an effective Partnership tool within the NATO HQ civilian structure. At Poiana Brasov, I was impressed with the unity of view expressed about the operational role of this Centre which is the embodiment of Partnership in action.

CEP at NATO is fairly unique in that all discussion topics first come to the table around which the 49 EAPC nations sit and where the distinction between Partners and Allies is very much semantic. Partners, therefore, have great potential for shaping decisions in the field of CEP and can mould policy in accordance with their own requirements on an equal footing with Allies. Few other international fora offer such close practical ties and possibilities for tangible operational cooperation.



### CEP QUOTE

*“Over the past few years, NATO has adapted to the new, 21<sup>st</sup> century risks and challenges and turned into a very flexible security instrument. An instrument at the service not just of its own 26 member nations, but also, and increasingly, at the service of the wider international community as well.”*

NATO Secretary General, Jaap de Hoop Scheffer, Abu Dhabi, 24 January 2008

I certainly encourage Partner nations to make full use of the opportunity to shape the CEP agenda and its decisions. As NATO activities move closer towards the realms of stabilisation and reconstruction, the vast networks of civilian expertise available across the Euro-Atlantic area, in Partner and Allied countries alike, will prove an invaluable resource with which to enhance the civil dimension of NATO operations.

This Partnership issue of perCEPTions draws on a wide selection of national contributions, as well as articles from other NATO fora, such as the Science for Peace Programme, and a most welcome special feature from Bob Simmons, DASG for Political Affairs and Security Policy. We are also pleased to present a contribution from the International Federation of Red Cross and Red Crescent Societies. I invite you to read this issue which seeks to illustrate the breadth of CEP and cooperation with Partners.

## NATIONAL PERSPECTIVES ON CEP NATIONAL PERSP

*The following national contributions have been collected from Ukraine - which enjoys close ties with NATO as a Partner country through the NATO-Ukraine Commission, Albania - an adherent to the Membership Action Plan (MAP) designed for countries aspiring to join NATO, Switzerland - an active Partner and contributor to NATO's CEP activities and Slovakia - a NATO Ally and former MAP country.*



### A VIEW FROM UKRAINE

## Ukraine – NATO Cooperation in the Field of Emergency Information Sharing



At the time of the Chornobyl disaster, Ukraine had difficult lessons to learn about the importance of mutual international assistance and international emergency information sharing.

Since independence in 1991, Ukraine has worked on the creation of an independent emergency response system. It has also developed closer relations with neighbouring countries, international and regional organisations active in emergency prevention and in consequence management. One of the first organisations that agreed to cooperate with Ukraine in this field was NATO. This marked the beginning of Ukraine - NATO relations in field of Civil Emergency Planning that started with regular information exchanges, exercises and other practical events.

Formal relations with NATO began on 16 December 1997 with the signing of the Memorandum of Understanding on Civil Emergency Planning and Disaster Preparedness between NATO and the Ukrainian Ministry of Emergencies and Protection of the Population from the Consequences of the Chornobyl Catastrophe. At this time, the Ukrainian Ministry for Emergencies participated actively in Partnership for Peace events. However, there was a lack of routine information exchange about emergencies in the Euro-Atlantic area and further coordination of joint response action was needed. Since 1998, with the creation of the Euro-Atlantic Disaster Response Coordination Centre (EADRCC), Ukraine has been an active supporter of the Centre's work. Not only has Ukraine supported the EADRCC, it has also learned much from NATO Allied and Partner nations.

This article focusses on the principal areas where cooperation in the field of emergency information sharing is of particular mutual benefit, such as the development of sound legal bases and the appropriate levels of information sharing. It also covers cooperation in framework of a US State Partnership Program.

In 1991, Ukraine began development of new national legislation and bilateral agreements on trans-border early warning and assistance during emergencies. We learned that the fastest way to get or provide assistance is through bilateral mechanisms. In parallel, we understood that if resources are limited or if additional or specific help is required, multilateral coordination is crucial. For this reason, Ukraine began actively cooperating and supporting the Euro-Atlantic Disaster Response Coordination Centre (EADRCC). The immediate benefits gained from cooperation were timely, accurate and structured civil emergency information.

We regularly use this information for planning purposes in cases when Ukraine provides humanitarian assistance, participates in search and rescue operations and other activities within and beyond the Euro-Atlantic region. Positive experiences with the EADRCC have helped us understand that development of other levels of information sharing are important as well. Today, we maintain and develop the following levels of information exchange:

- Intergovernmental: the main level of information sharing in the framework of bilateral agreements.
- Multilateral : cooperation with multinational coordination centers, an effective tool for emergency assistance coordination.
- Local : this level also covers information sharing with neighboring countries on issues such as trans-border early warning and rapid mutual assistance which are top priorities.
- Internal : the Ministry for Emergencies maintains permanent contacts with diplomatic and other foreign missions in Ukraine. The main goal of such contacts is to share the latest emergency response procedures necessary for foreign citizens and institutions operating in Ukraine.

Maintaining proper information exchange at all levels as well as emergency responses are not purely responsibilities belonging to the Ministry for Emergencies. Many other Ukrainian government bodies are involved in the process. The Law on Civil Protection regulates interagency civil-military cooperation, joint actions, information exchange and other emergency response activities.

One important project to highlight is the National Guard State Partnership Program. Since 1993, Ukraine and the National Guard of California have developed an excellent partnership that helps improve various elements of Ukrainian national security. Improvement of interagency civil-military relations, interoperability and information sharing are among the top priority goals. The most valuable example of such cooperation is the annual joint civil-military exercise “Rough and Ready”. This exercise began as bilateral event. Then, it evolved to a regional multilateral exercise in which Georgia, Ukraine, Azerbaijan and Moldova (GUAM nations) participated.

In 2008, we will take another major step forward. The EADRCC will participate in exercise “Rough and Ready“ and GUAM nations will use NATO disaster response procedures. This development allows all participants to benefit from better emergency response systems, cooperation between national agencies and the two international organisations covering the Euro-Atlantic and GUAM regions. Moreover, in order to improve information exchange and relations with NATO Civil Emergency Planning and the EADRCC, the Ministry of Emergencies has seconded a representative to the EADRCC who has worked in the centre for over a year. Our relations with EADRCC and CEP staff are very good and we have acquired valuable experience in NATO disaster response procedures related to information exchange. In addition, our representative is playing an important role in the preparatory activities for exercise “Rough and Ready” and other events within Ukraine’s Individual Partnership Programme.

Lastly, Ukraine’s Ministry of Emergencies continues to develop relations with the civilian dimension of NATO, its member states and Partners. We see many possibilities to improve our capabilities by promoting regional cooperation. South Eastern Europe, the GUAM nations, the Black Sea and Euro-Atlantic regions are areas where Ukraine is concentrating its efforts in order to improve emergency response capabilities. We believe that development and continuous training on information exchange networks improves the efficiency and capabilities of all surrounding regions.



# Civil Protection and Emergency Management in Albania : tackling the forest fires and future challenges



Civil protection in Albania is handled within the Strategy for National Security. It covers a complex organisation of arrangements, means and operational forces and involves many planning and implementation actions. These actions are conducted in accordance with the Government's policy and programme, as well as in cooperation with international partners.

Recently, a legal framework was adopted creating the conditions for the development and consolidation of civil protection. Albania's new perspective on civil protection includes reforms which aim to bring Albanian legislation in line with European Union and NATO standards.

Progress has been achieved with regard to the democratic control of civil protection structures. Progress has also been achieved in planning, implementation of standards and international cooperation, particularly the activities carried out in the framework of the Peace Partnership Program with NATO. The Albanian Civil Emergency Service is an important member of events organised by Civil-Military Emergency Planning (CMEP), the Southeastern Europe Initiative (SEEI), the Southeastern Europe Simulation Network (SEESIM), the Disaster Preparedness and Prevention Initiative in Southeastern Europe (DPPI/SEE), Black Sea Initiative, etc. Albania cooperates closely with counterparts in neighbouring countries and beyond.

The Albanian Civil Emergency Service has followed standard procedures for setting up its structures. Coordinated activity in handling an emergency situation is based on the National Plan for Civil Emergencies, approved by the Council of Ministers. International agencies operating in country have their own alert plans to act in cases of civil emergencies in Albania. Permanent and temporary structures are in the lead at central and local level for planning and facing civil emergencies and natural disasters in Albania as defined by law.

## MANAGING THE FOREST FIRES IN ALBANIA, SUMMER 2007

Forest fires in Albania are a rare occurrence. The last were reported 60 years ago. However, during the Summer of 2007, widespread fires devastated large expanses of Albania's territory. A total of 1036 different fires damaged 4150 Ha of forests and pasture land. Fortunately, thanks to the efficiency of the structures involved in managing the situation, there were no casualties. High temperatures (sometimes up to 43°C) and the prolonged dry weather had created the conditions for the spread of wild fires in forests and fields. In many cases, fires were started by shepherds cleaning pasture land, according to old farming traditions. In some cases fires were caused accidentally or sometimes intentionally as criminal acts.

Given the extremely serious situation, the Council of Ministers set up an Inter Ministerial Committee chaired by the Deputy Prime Minister. This Committee was the key decision-making body. It analysed the situation, defined measures and attributed duties to the relevant structures, including the military, taking into account their respective capacities. At central level, the fire fighting operation was directed by the General Director of Civil Emergencies and the United Forces Commander of Military Forces. The Operational Steering Team was established to coordinate operational activities. At operational level, various units were involved in the direct management of the fires, in particular the Forests' Service Units, the Fire Protection and Rescue Service, the State Police, the Ambulance Service, Local Authorities, volunteers and the local community.

## INTERNATIONAL ASSISTANCE

Given the exceptional nature of the situation, it was impossible to cope using internal resources alone so Albania requested support the international community. The General Directorate of Civil Emergencies kept regular contacts

with NATO's Euro-Atlantic Disaster Response Coordination Centre (EADRCC). Thanks to efficient coordination with this Centre, we contracted airplanes from Ukraine, and helicopters from a German company. These aircraft participated in the coordinated fire fighting operation. Some countries assisted our service by offering supplies. For example, the USAID office in Tirana offered financial assistance to the operations. The Italian Civil Protection Service supported Albania with air assets for fighting fires in mountainous areas where access was difficult. In November 2007, we signed a cooperation agreement with the Italian Civil Protection Department. We organised a National Conference on Civil Protection in Tirana, with the participation of the Council of Europe, the European Union, the World Bank, NATO, the UN-ISDR, other international institutions and representations in Albania.

## LEASONS LEARNED FROM THIS SITUATION

The emergency situation caused by forest fires was unexpected as such occurrences are rare. From a structural point of view, we could have benefitted from establishing more logistic support centers and rapid intervention centers in all regions, in order to create better facilities for dealing with emergency situations. Such centres would have helped ensure better coordination and support from the neighbouring countries. We believe there is a need to revisit the idea of creating a centre or operational cell for Balkan countries and to include countries such as France, Spain, Italy, Portugal, Greece (also greatly affected by forest fires). Such a centre would serve to provide efficient and rapid coordinated operational interventions in case of forest fires.

Albania gained extensive experience in handling and managing the fire situation in 2007. This experience has helped strengthen measures for structural, organisational and legal aspects of civil protection in Albania.

For further information, visit [www.moi.gov.al](http://www.moi.gov.al)

## A VIEW FROM SWITZERLAND



Ten years since joining the Euro Atlantic Partnership Council/Partnership for Peace, Switzerland has recently conducted an internal review of its policy for Civil Emergency Planning within the EAPC/PfP. Regular reviews of CEP policy ensure its proper implementation and adaptation to changes in the international environment.

### HAVE SWITZERLAND'S PRIORITIES CHANGED ?

Continued improvement of our ability to respond to a humanitarian crisis or disaster in the Euro-Atlantic area and beyond has been and will remain one of Switzerland's top priorities. Victims should receive quick, unconditional and efficient assistance. We are committed to achieving this goal and seek to provide continuity and substance by using and sharing our comparative advantages. In doing so, we benefit and learn from exchanging experience and from available courses and training. When disaster strikes, national efforts should, if necessary, be reinforced rapidly with international assistance. Therefore, Switzerland has every interest that relevant disaster response issues are dealt with in EAPC format and that the Euro-Atlantic Disaster Response Coordination Centre (EADRCC) remains an EAPC instrument.

### WHAT ROLE FOR CIVIL EMERGENCY PLANNING IN EAPC FORMAT?

The EAPC continues to play a crucial role for emergency planning by civilian and military actors. It is a valuable platform on which to analyse threats and risks to civilian populations. It is a functioning network in which to discuss measures for more effective protection. CEP actors should respect the mandates and activities of States as well as global and regional organisations and comply with internationally established concepts. As a Euro-Atlantic regional forum, the EAPC can help close existing gaps in national response systems and support other bodies such as UN-OCHA in their coordination and response efforts.

### WHAT ARE THE KEY ISSUES FOR SWISS PARTICIPATION IN CEP?

For effective and rapid use of scarce resources, clarification and resolution of open questions related to international cooperation is vital. Ever since its participation in the Senior Civil Emergency Planning Committee (SCEPC), Switzerland has placed special emphasis on the aspects detailed below and will continue to do so in the future.

Swift reaction and the efficient use of resources in a disaster require clear understanding and rational implementation of the respective mandates of national and international actors, a transparent division of labour, willingness to coordinate, if necessary and where possible, and to exchange information on a continuous basis. Duplication should be avoided.

For Switzerland, CEP means use of military resources on a subsidiary basis for civilian purposes such as disaster relief, when national means are overwhelmed. The Ministerial Guidance for CEP foresees the support of civil authorities in emergencies. In this respect, subsidiarity should be taken into account in civilian and military planning with procedures in place for coordinated civil-military response. Effective cooperation between civil and military actors requires clear definitions of respective mandates, respect for humanitarian principles, coherent regulation of cooperation and joint training. Concerning respect for humanitarian principles, it should be underlined that aid is not linked to political or military viewpoints. Aid is exclusively conditioned according to prevailing needs and is distributed impartially and neutrally. These principles should be guaranteed in any concept and in operations.

Protection of civilian populations will remain a key issue for CEP. This includes plans for preventing and mitigating the consequences of a CBRN attack. The CEP Action Plan's implementation requires our constant attention. Besides past contributions under the SAGBATA project (a consequence management software tool) and fostering exchange of information in the field of critical infrastructure protection (CIP) through the organisation of CEP-CIP workshops, Switzerland will continue to be engaged in the field of legal preparedness.

Finally, the Federal Offices engaged in the work of the Planning Boards and Committees will continue to participate in sharing information and benefit from access to a distinct network containing a wealth of information and expertise. Afterall, preparedness starts with knowing eachother.



## A VIEW FROM SLOVAKIA



The aim of NATO Civil Emergency Planning is to support NATO's Military Authorities, to assist national authorities in the protection of Alliance and Partner civil populations and to help enhance consequence management capabilities. These aims are guided by the basic document entitled Ministerial Guidance for Civil Emergency Planning. (Usually, this guidance covers a two-year period, however, the current guidance will cover a three year period due to an exception agreed at the Senior Civil Emergency Planning Committee Plenary in 2007 whereby Ministerial Guidance for 2007-2008 was extended by for one year).

Ministerial Guidance contains a wide range of tasks for all relevant players, but also provides areas for national activities. It helps nations harmonise their own priorities with aims defined by the Alliance. Moreover, NATO Ministerial Guidance for Civil Emergency Planning can also be used as a tool for managing civil emergency planning at national level. Such is the case in Slovakia. On a regular basis, we have used this document as a framework for planning and evaluating national Civil Emergency Planning activities. The Ministry of Interior, generally responsible for Civil Emergency Planning in Slovakia, prepares annual national Guidance for Civil Emergency Planning. This provides all ministries involved with a tool for coherent planning. This approach ensures that generally agreed priorities are kept on track, but at the same time it provides enough flexibility for individual ministries to define and develop their own needs.

Recently a couple of important administrative changes have been made within the Slovak Ministry of Interior. Based on the analysis of our requirements, national priorities and the need for better coordination with international organisations, a new division has been established to cover both Civil Protection and Civil Emergency Planning (Division for Crisis Management and Civil Protection). This structure will facilitate better preparedness for Civil Protection and for dealing with consequences of major emergencies. Based on an all-hazards approach, it also includes provision of humanitarian assistance, if requested. At the same time it will enable better cooperation with the other ministries in the area of Civil Emergency Planning, in particular cooperation with the military. The Slovak Republic has a strong tradition in participation of civil and military personnel under a civilian command which has been tested and validated at the NATO/EADRCC crisis management exercises.

**DEVELOPMENTS IN THE SENIOR CIVIL EMERGENCY PLANNING COMMITTEE**

2008 will be a very active year with several interesting and challenging issues facing the PB&Cs and SCEPC.

In 2007, the SCEPC successfully concluded the review and updating of the CEP Action Plan<sup>1</sup>. Initiatives such as the Memorandum of Understanding on the Facilitation of Vital Civil Cross Border Transport continue to gain support, with several additional countries coming forward to sign up to the memorandum. Similarly, the project to develop Non-Binding Guidelines and Minimum Standards has seen further progress. In addition to the Response Guidelines and International Training Curriculum, on 23 January 2008 SCEPC agreed the concept for an Advisory Support Team. This provides another tool to support nations, upon request, to provide expert advice to assist the requesting nation in assessing and further developing its national level of emergency preparedness. These are just two of the many practical initiatives that are developed as part of the CEP Action Plan.

With a focus on natural disasters and following up the tasking from the SCEPC Plenary from November 2007,

the SCEPC in permanent session will discuss further how to enhance support to national authorities in natural disasters. The goal is to identify activities that could be taken forward, for example a study by the PB&Cs on specific commercially available aerial firefighting capabilities. Such comprehensive overviews will be of benefit to national preparedness efforts.

There will be three exercises. During the period 16-22 April 2008, the Crisis Management Exercise will be played which includes, inter alia, a critical infrastructure related event requiring CEP expertise. On 2-6 June 2008, the EADRCC's field exercise UUSIMAA, hosted by Finland will bring together several nations' first responders. The scenario includes a natural disaster (flooding), compounded by complex hazards affecting critical infrastructure in the Helsinki area. Finally, as a follow up to the table top exercise 'Green Cloud', SCEPC will conduct a further table top exercise "Amber Fog" which will focus on nuclear/radiological consequence management. The exercise will take place on 13-14 November, preceded by half-a-day of training and preparation. As part of the exercises and in support of SCEPC and the PB&Cs, civil experts will be called up and contacted to draw on their expertise.

**SCEPC**  
**Currently on the table**

- Response to emergencies and natural disasters
- Review of the CEP Planning and Review Cycle

1 The full title is: CEP Action Plan for the Improvement of Civil Preparedness for Possible Attacks against the Civilian Population with CBRN agents

**SCEPC Calendar**

➤ 2-4 April	Bucharest Summit	Romania
➤ 16-22 April	CMX 2008	NATO HQ
➤ 28-29 May	SCEPC Plenary	NATO HQ
➤ 2-6 June	EADRCC Exercise Uusimaa 2008	Finland
➤ 11-12 December	SCEPC Plenary	NATO HQ

**LOOKING AHEAD**

**PB&Cs Calendar**

➤ 28-29 February	CPC Plenary	NATO HQ, Brussels
➤ 12-13 March	CAPC Plenary	NATO HQ, Brussels
➤ 17-18 March	IPC Plenary	NATO HQ, Brussels
➤ 9-10 April	CCPC Plenary	NATO HQ, Brussels
➤ 23-24 April	JMC Plenary	Sofia, Bulgaria
➤ 30 April-2 May	CCPC Participation in NNEC Conference	Antalya, Turkey
➤ 6-8 May	PBIST Plenary	Riga, Latvia
➤ 12-16 May	Steadfast Move 2008 (Movement exercise)	Izmir, Turkey
➤ 21-23 May	FAPC Plenary	NATO HQ
➤ 22 May	FAPC meeting with Mediterranean Dialogue	NATO HQ
➤ 7-9 July	New Expert Introductory Session	NATO HQ
➤ 11-12 September	PBOS Plenary	NATO HQ
➤ 22-24 September	CPC Seminar on civil-military cooperation	Portugal (tbc)
➤ 20-21 October	CCPC Seminar on Crisis management and communication	Luxembourg

# NATO Political Affairs and Security Policy Division

*NATO's Political Affairs and Security Policy Division has the lead on topics such as Partnership for Peace, enlargement and the Euro-Atlantic Partnership Council. CEP activities are closely coordinated with this Division in the framework of Individual Partnership action Plans.*

## **CIVIL EMERGENCY PLANNING AND COOPERATION WITH PARTNERS – REFLECTIONS ON THE WAY AHEAD**



The Civil Emergency Planning (CEP) programme has been an integral part of NATO's approach to security since the early days of the Alliance. It is only natural that it also played an important role as NATO developed its outreach to partners. Indeed, looking back to well over 15 years of partnership, it is fair to say that CEP has become one of the prime examples of successful cooperation within the Euro-Atlantic Partnership Council/Partnership for Peace and beyond.

The CEP programme has proven extremely effective as a means of engaging partners in practical cooperation with the Alliance. CEP experts from NATO staff, Allies, and the CEP Planning Boards and Committees have provided key assistance to partners in developing their CEP capabilities. As Special Representative for the Caucasus and Central Asia I witness this first hand when assisting partners in developing CEP institutions, setting up crisis management centres, and run emergency response exercises. CEP has also been an area where partners have helped partners, with countries such as Finland and Sweden offering extensive courses in the framework of the Partnership for Peace.

But CEP has also made important contributions to the advancement of partnership closer to home, at NATO Headquarters. With a policy of maximum openness, the CEP programme has over the years served as a successful test-bed for pushing the boundaries of Alliance decision-making procedures towards ever greater involvement of partners. Today, almost all NATO activities, discussions, and decisions in the field of CEP are open to partner country participation. In thus 'leaning forward', the CEP programme has not only allowed partners to take on greater ownership of an important dimension of Alliance security, but it has also played a critical role in pushing the Alliance itself towards creative adaptation of its procedures. The creation of a Euro-Atlantic Disaster Response Coordination Centre (EADRCC) in 1998, with the full involvement of partners, is but one example of this. The Centre, which is 'owned' and operated jointly by NATO and its Euro-Atlantic partners, demonstrates how CEP can strengthen NATO's ability to deal with crises, while at the same time advancing the important political objective of including partners in common security efforts.

With this background as a successful and partnership-oriented programme, CEP should continue to take a leading role in NATO's outreach. In the context of the fast-paced transformation of the Alliance and the evolution of its partnerships, this will require continuous adaptation to NATO's shifting priorities. As the Alliance focuses on the strategically important regions of the Caucasus and Central Asia, enhances its dialogue and cooperation with the countries of the Mediterranean littoral, engages with states of the Persian Gulf region and, above all, continues to lead demanding operations in the Balkans and Afghanistan, the CEP programme must adjust its focus as well.

The potential for continued successful engagement of partners is great. With its vast pool of expertise ranging from radiological protection to infrastructure security and crisis management, NATO CEP can be an essential catalyst and supporter of reform in Central Asia and the Caucasus. In Afghanistan, where NATO not only leads the ISAF operation, but has also committed to a wide-ranging cooperation programme with the Government of Afghanistan, CEP could be a crucial instrument to harness and coordinate national expertise and assistance to the Afghan authorities. In the Mediterranean littoral and the Persian Gulf region, partner countries could benefit enormously from direct and focused NATO advice in civil protection, civil support to the armed forces, and civil transport and logistics, all of which are covered by the CEP programme.

Responding to these priorities will no doubt be challenging in the context of already stretched resources. Yet, effective tools do exist within the Alliance to organise, harmonise, and prioritise practical assistance to partners. Individual Partnership Action Plans (IPAP), which emphasise a closer bilateral relationship between the Alliance and several partner countries, provide a useful framework in which to lend coordinated NATO and bilateral support to institutional reforms and to enhance political dialogue. Armenia, Azerbaijan, Georgia, Kazakhstan and Moldova have such plans with NATO and Bosnia-Herzegovina and Montenegro will soon follow suit. The Afghan Cooperation Programme and individual cooperation programmes with partners in the Gulf Region are other examples of individualised cooperation, tailored

**Mr. Robert F. Simmons, Jr. is NATO's Deputy Assistant Secretary General for Security Cooperation and Partnership. He also serves as the Secretary General's Special Representative for the Caucasus and Central Asia.**



to address country and region-specific priorities. Engagement with such a disparate clientele requires a large degree of flexibility, an ability to identify the appropriate expertise quickly, and the ability to conduct focused follow-up work. The CEP Planning Boards and Committees should be able to rise to this challenge, as they are the bedrock of NATO expertise in CEP. Other bodies may have an increased role to play as well. There may, for instance, be potential in using the EADRCC not only as an operational coordination body, but also as a provider of expertise and focused advice on disaster response and crisis management to partners. The EADRCC's exercise programme, arguably the finest of its kind in the Euro-Atlantic area, might well offer a starting point in this regard.

CEP is, and always has been, core Alliance business. As NATO adapts to the challenges of the 21st century, including the demanding long-term commitment to stabilising Afghanistan, CEP is likely to further increase in importance. CEP's partnership dimension has similar potential. Building on the existing, extraordinary degree of partner involvement and its unique mechanisms of access to Allies' and partners' expertise, the CEP programme should aim to maintain its role as a partnership trailblazer. Using the new partnership tools and responding flexibly to NATO's shifting priorities, I am confident that CEP can rise to the challenge.

## NATO Science for Peace Programme

*The NATO Science for Peace Programme brings together scientists and experts from NATO and Partner countries on a regular basis to work on programmes of common concern. It aims to contribute to security, stability and solidarity among countries by applying science to problem solving. The project below is of relevance to CEP's activities in the field of disaster preparedness.*

### **SEISMIC HAZARD RELATED SECURITY IN BALKANS – HARMONIZATION OF SEISMIC HAZARD MAPS FOR THE WESTERN BALKAN COUNTRIES**



Southern Europe (SE) is one of the most active seismic regions of the continent resulting in frequent and devastating earthquakes. With the breakup of the former Republic of Yugoslavia, many of the scientific collaboration initiatives that existed previously among the region's countries were interrupted. Undeniably, lack of funding for scientific research has had a negative impact on the regional institutions that conduct earthquake-related research. However, the last 15 years has seen progress in studies on earthquake engineering and engineering seismology both in Europe and worldwide. This has resulted in significant improvements and modifications in seismic regulations. Currently, the Western Balkans and the surrounding countries are now in the lucky position of being located in a region which is undergoing rapid economic growth. They must take serious action to re-shape their seismic hazard mitigation policies in order to close the gap with other European countries and the rest of the world.

The NATO Science for Peace (SfP) project, launched in October 2007, aims to provide consistent seismic hazard maps for the Western Balkan countries that are compatible and coherent with the seismicity in Europe and surrounding countries. Furthermore, it will provide a proper base for adapting technical norms to the standards defined by the European Union. Six NATO Partner countries draw benefits from this initiative, namely: Albania, Bosnia and Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia\*, Montenegro and Serbia. Scientists in the fields of earthquake engineering and seismology from Turkey, Greece and Slovenia also contribute to the project with their relevant expertise. Through this initiative, NATO responds to a request for cooperation in the area of Environmental Security, which each of the Balkans countries has identified as a national priority.

The scientific and technical activities within the context of the project have been progressing swiftly since the project's launch. Two workshops have already been organised in Ljubljana, Slovenia and Skopje, FYROM\* to address issues such as regional earthquake catalogue compilation, seismic data exchange and purchase of new seismic instruments using NATO funds. Young scientists from the participating countries have also been trained in seismic hazard assessment using probabilistic methods. A further workshop to be held in Croatia in March 2008 will take the project schedule forward.

Scientific collaboration greatly improves cooperation between project partners. Enhancing joint cooperation and coordination in the field of seismic hazards will also provide an important step towards their further integration with the European Seismological and Earthquake Engineering Community. In essence these activities will positively influence the national disaster management policies of the project partners.

\* Turkey recognises the Republic of Macedonia with its constitutional name.

# NATO Civil Expert Focus

The backbone of Civil Emergency Planning at NATO is a network of over 350 civil experts drawn from industry, business, government and other public administrations drawn from across the Euro-Atlantic area. Experts such as Dr. Sandström from Sweden provide advice to NATO's Military Authorities on the effective use of civilian resources during the planning and execution phases of a NATO operation. They can also provide advice to national authorities, in the event of a crisis, on issues including CBRN and consequence management.



## **DR BJÖRN SANDSTRÖM, SENIOR SECURITY ANALYST, SWEDISH DEFENCE RESEARCH AGENCY (FOI)**

Dr. Sandström has been an expert in the field of radiological and nuclear protection for the NATO Joint Medical Committee since 2004. Recently, at the request of SHAPE, he provided advice on radioactive materials and their effects during the Steadfast Jaw exercise. At 55, Dr. Sandström has now served the Swedish Defence Research Agency (FOI) as a civilian for almost 30 years.

He began as a research assistant in 1978 and has held many different positions since.

*“The best thing about FOI is that you usually have the freedom to move around doing different sorts of work, not just pure research. The fact that I have had the chance to experience many different aspects of CBRN agents in my work is indeed an asset when I am acting as a NATO expert.”*

He received his PhD in Physical Biology at Uppsala University in 1990 conducting research on cellular protection against the effects of ionizing radiation and free radicals. Seven years later, he was appointed Assistant Professor in Experimental Clinical Chemistry at Umeå University in his home town where FOI's Division of CBRN-security and Defence is located.

Today, his main national responsibilities include analysis of radiological and nuclear threats. He keeps a close eye on incidents worldwide where radioactive material is lost, stolen or handled illegally. He is currently the only non-physician of about ten experts in the Medical Expert Group for RN-incidents of The Swedish National Board of Health and Welfare, one of two Swedish authorities with national responsibility for CEP at NATO.

As a civil expert he has been involved in NATO working groups ever since these were opened to Partnership nations. He heads the Swedish delegation at meetings of the SIBCRA (Sampling and Identification of Biological, Chemical and Radiological Agents) subgroup. In 2003, thanks to his SIBCRA experience, he became the only chief official from a Partner nation at the first ever trials with live radioactive agents organised by NATO, in Bourges, France.

Dr. Sandström has also been involved in raising awareness about environmental and industrial health hazards that may affect soldiers during and after peacekeeping and peace enforcement operations, and civil assistance personnel working in areas affected by natural disasters. This work has led to the adoption of a NATO policy concerning these risks.

*“Of course, the general population in such areas are also affected by such hazards. I feel NATO is making an important contribution to try to protect the civil population during crises. Fortunately, I have never had to give any such advice to CEP yet. Radiological or nuclear disasters are best avoided, but we have to be prepared if one day the unthinkable happens.”*

### **DID YOU KNOW ?**

To date, 15 nations have subscribed to the MoU on the Facilitation of Vital Cross Border transport : Albania, Armenia, Bulgaria, Croatia, Finland, Georgia, Germany, Moldova, Norway, Portugal, Slovenia, Spain, Sweden, the former Yugoslav Republic of Macedonia\* and the UK. This MoU improves the speed and efficiency of bringing assistance to victims of humanitarian crises and disasters, including those triggered by a Chemical, Biological, Radiological or Nuclear (CBRN) event within the EAPC area.

\* Turkey recognises the Republic of Macedonia with its constitutional name.



# The Euro-Atlantic Disaster Response Coordination Centre EADRCC

The Euro Atlantic Disaster Response Coordination Centre (EADRCC) is a Partnership body where Partners and Allies are equal stakeholders. Oleg Pinsky from Ukraine and Clas Herbring from Sweden work as staff officers in the EADRCC and are seconded from their authorities as Voluntary National Contributions (VNC). Sweden and Ukraine both joined Partnership for Peace (PfP) in 1994 and their contributions of high quality personnel such as Oleg and Clas are tangible illustrations of Partnership in action.

## THE EADRCC'S STAFF OFFICERS FROM PARTNER NATIONS

### *What are your main responsibilities ?*

Our main responsibilities in the Centre are to maintain constant preparedness to ensure immediate action in case of an emergency. The EADRCC coordinates the responses of EAPC countries to disasters occurring within the EAPC area and acts as focal points for information sharing on requests and offers for disaster assistance. We are involved in the process of developing the Alliance's disaster-response capabilities and facilitating the speedy deployment of national assets by encouraging arrangements on issues such as border-crossing, transit, the status of deployed personnel and assets, etc. We also take part in the planning process and conducting field and table-top exercises in co-operation with other international organisations in order to promote interoperability.

Clas Herbring is developing a Field- and Table top exercise planning guide and coordinating the implementation of an exercise software tool for the upcoming UUSIMAA 2008 exercise in Finland. Oleg Pinsky is responsible for developing use of the Geographical Information System (GIS) in the EADRCC, developing a Video Tele Conference functionality. Oleg is also preparing the EADRCC's participation in the annual civil-military "Rough&Ready 2008" table-top exercise, hosted by Ukraine and sponsored by the US.



Clas Herbring



Oleg Pinsky

### *Have you been involved in any EADRCC operations and what did you learn ?*

In 2007, we were involved in three emergency situations due to forest fires in Albania, Bulgaria and the Former Yugoslav Republic of Macedonia\*. It helped us a lot in understanding better how the EADRCC mechanisms work. We were able to see firsthand how the EADRCC acts as a clearinghouse for information-sharing and coordinated disaster response of EAPC nations.

\* Turkey recognises the Republic of Macedonia by its constitutional name.

### *How do you view working in an international environment?*

The international environment with 49 nations is very demanding and interesting. 23 countries including Sweden and Ukraine are partners to NATO, and each partner country has its own agreement with the organisation. Working in the EADRCC, we acquire an understanding of NATO structures and the very political nature of NATO as an organisation. With many people on the NATO HQ site working for the national missions to NATO, the diplomatic impact and the importance of the political level are much more present than back home.

One of the most interesting parts of the work is the interaction within the framework of the Senior Civil Emergency Planning Committee and the Planning Boards and Committees. When the EADRCC conducts international exercises we implement the relevant tools and outputs achieved in the working groups of the different PB & Cs. International exercises are the perfect platform for testing new ideas and structures and there is always room for improvements.

*Are there constraints in being a VNC from a Partner country?*

In general our work is no different to that of VNCs from Allied nations, however, some aspects are different. For example, VNCs from Partner countries cannot participate in all meetings. Sometimes we do not have access to certain restricted areas, computers or documents. These are important considerations to keep in mind and we sometimes feel a little constrained.

*How do you perceive cooperation with other international organisations ?*

It is very important to be acquainted with other international structures for coordination of disasters such as the EU's Monitoring and Information Centre (MIC) and the UN-OCHA. For example, we had a meeting with the EU MIC where we exchanged developments and experiences. We have close cooperation with UN-OCHA which is essential in cases of large scale disasters. Given that our respective organisations duplicate each other to some extent in their coordination role, cooperation is vital and important for the future.

*What are the benefits of being a Partner VNC ?*

Working for the EADRCC we gain invaluable experience on information sharing, emergency management and disaster relief operations within the EAPC area. It offers us a great opportunity to learn about standard operating procedures for requesting and receiving international assistance. Such procedures are now incorporated into national contingency plans when it comes to international response operations within the nation. It really helps in fostering activities for personnel in our local ministries which we plan to organise when we return to our countries after the end of our EADRCC tour of duty. We have benefitted greatly from participation in the Centre's practical activities and the lessons we have learned will result in strengthening future cooperation and emergency preparedness.



## LAND LINES OF COMMUNICATION TO AFGHANISTAN

SHAPE's Allied Movement Co-ordination Centre (AMCC) has been an important customer of the CEP Transport Planning Boards and Committees (PB&Cs) for many years. Close relationships have been forged and maintained through constant liaison and communication. The Transport PB&Cs provide the AMCC with all manner of information to support the NATO movement planning process for operations and exercises. In addition, they assist SHAPE with reconnaissance advice during operations and exercises most recently during Exercise Steadfast Jaguar in 2006. The PB&Cs have been heavily relied upon to provide detailed market advice and movement options in support of contingency plans and operations. They have also been instrumental in the development of lines of communication (LOCs), the logistics lifeline to support operations. The importance of this effort is best illustrated by a recent study of the Planning Board for Inland Surface Transport (PBIST) with regard to the Surface lines of communications to Afghanistan, the focus of this article.

Since the beginning of the International Security Assistance Force (ISAF) in Afghanistan, most equipment, supplies and personnel are brought in by air because Afghanistan is land-locked with no direct access to seaports. Not only is strategic airlift a very limited resource within NATO, but it is also a very expensive mode of transportation. In addition, the terrain, climate, movement infrastructure, the political situation in bordering nations and Afghan security considerations combine to make transport a highly challenging endeavour!

In early 2003, SHAPE's Allied Movement Coordination Centre requested the Planning Board for Inland Surface Transport (PBIST) to examine potential surface lines of communication to support ISAF. The then PBIST Chair, Mr. Robert Cousins launched this project with the support of PBIST Senior Adviser, Mr Tony Hurst. The Allied Movement Coordination Centre received an intermediary report shortly afterwards in May 2003. Subsequently, the study was presented to the Movement and Transport Group in January 2004. As a result, the Movement and Transport Group requested PBIST to extend the study to include the lines of communication within Afghanistan. Much detailed work followed and the final report was published in May 2004. Updates have since been provided in February 2005 and March 2007.



*Transport in Afghanistan is not without its challenges*

The value of this study can best be understood if one considers the comprehensive nature of its content. It is far more than a mere listing of roads and railroads. First, the study contains the detailed planning factors for surface transport. Second, it provides details of Afghan rail and road infrastructure and its capacity, transit documentation and border crossings. Third, lines of communication via four different routes are described in detail: through Poland, Turkey, Finland and Pakistan. These lines of communication are based on existing commercial inter-modal hub and spoke arrangements. Finally, cost estimates and procedures for accessing the local market are included.

The updates to this study have added further to its value. In 2005, experiences from NATO and its nations led to the development of three feasible options including Northern, Central and Southern lines of communication. Additionally, the 2007 update mentions the use of the Southern line of communication by the United Kingdom and offers new information for rail transport to Afghanistan including road improvements within the country.

As proof of its thoroughness and utility, several nations are making use of one or more of the surface lines of communication and have saved considerable sums of money. Clearly, the PBIST study has proved to be of high value for both NATO and its Nations and is still considered the main source of information on this subject.

*Cooperation with other international organisations is high on NATO's agenda. NATO has decided that every year a large international exercise should enhance cooperation with as many players as willing to participate. Every major emergency overstretches existing capabilities. Thanks to organisations like UN, ICRC, IAEA, OPCW and the WHO etc significant progress has been made on the civilian side with potential cooperation.*

## The International Federation of Red Cross and Red Crescent Societies (IFRC)



### TIME TO THINK AHEAD ON THE LEGAL ISSUES OF DISASTER COOPERATION

When a major disaster overwhelms national coping capacities, the lives and dignity of devastated communities can depend upon receiving the right assistance at the right time from the international community. Unfortunately, very few governments have legal frameworks in place to facilitate and regulate the international disaster assistance they may need.

The result is predictable bottlenecks for relief operations, ranging from problems with visas, customs clearance, tax exemptions and transport permissions to domestic registration and liability issues. At the same time, a lack of regulatory oversight has also increasingly led to the influx of unwanted and inappropriate goods and poor quality services by some international actors. Ad hoc approaches to these issues are becoming harder to sustain as the number and variety of international actors responding to disasters increases. As pointed out by former United States President and Special Envoy of the UN Secretary-General on Tsunami Recovery Bill Clinton, “the aftermath of a crisis is the wrong time to create new institutions [and] establish new policies and legal frameworks”.

At the international level, there is no single comprehensive treaty addressing these types of legal issues and assuring proper coordination among actors, but rather a patchwork of agreements, mechanisms and codes that leave significant gaps. Some regional organizations, like NATO, have taken important strides to create systems and agreements to smooth out bureaucratic snarls and improve the coordination of their member states' efforts to help. But many regulatory problems can only be solved through effective domestic law in the affected states.

Over the last several years, the International Federation of Red Cross and Red Crescent Societies has been researching these issues and consulting intensively on a global basis with governments, National Red Cross and Red Crescent

Societies, regional organizations, UN agencies, NGOs and other stakeholders. The result is the “Guidelines for the domestic facilitation and regulation of international disaster relief and initial recovery assistance” (available at [www.ifrc.org/idrl](http://www.ifrc.org/idrl)).

Drawing inspiration from existing treaties, guidelines and agreements (and in particular NATO’s very thorough Memorandum of Understanding on the Facilitation of Vital Civil Cross Border Transport), the Guidelines recommend to governments the types of legal facilities they should offer to international disaster assistance providers, and the types of conduct and cooperation they should expect in return. In November 2007, the Guidelines were unanimously adopted by the state parties to the Geneva Conventions and the components of the International Red Cross and Red Crescent Movement at the 30th International Conference of the Red Cross and Red Crescent.

It is hoped that these Guidelines will complement the efforts of organizations such as NATO by assisting governments to address issues in their domestic legal and institutional frameworks before the next major disaster strikes. Disaster-affected communities deserve no less.



Credit: Yoshi Shimizu, International Federation

# CEP IN OTHER INTERNATIONAL ORGANISATIONS

As NATO's Civil Emergency Planning activities do not take place in a vacuum, this table provides an overview of useful links to other organisations also active in the field of Civil Emergency Planning.

ORGANISATION	WEB SITE
European Commission	<a href="http://ec.europa.eu/environment/civil">http://ec.europa.eu/environment/civil</a>
	<a href="http://ec.europa.eu/dgs/justice_home/terrorism/dg_terrorism_en.htm">http://ec.europa.eu/dgs/justice_home/terrorism/dg_terrorism_en.htm</a>
EU Monitoring and Information Centre (MIC)	<a href="http://ec.europa.eu/environment/civil/prote/mic.htm">http://ec.europa.eu/environment/civil/prote/mic.htm</a>
EU Commission Human Aid Office (ECHO)	<a href="http://ec.europa.eu/echo/index_en.htm">http://ec.europa.eu/echo/index_en.htm</a>
United Nations Office of the Coordination of Humanitarian Affairs (UN-OCHA)	<a href="http://ochaonline.un.org">http://ochaonline.un.org</a>
The Organization for Security and Co-Operation in Europe (OSCE)	<a href="http://osce.org">http://osce.org</a>
International Atomic Energy Agency (IAEA)	<a href="http://iaea.org">http://iaea.org</a>
IAEA Incident and Emergency Centre (IEC)	<a href="http://www-ns.iaea.org/tech-areas/emergency/incident-emergency-centre.htm">http://www-ns.iaea.org/tech-areas/emergency/incident-emergency-centre.htm</a>
IAEA Guidance for First Responders to Radiological Emergencies	<a href="http://www-ns.iaea.org/tech-areas/emergency/emergency-response-actions.asp">http://www-ns.iaea.org/tech-areas/emergency/emergency-response-actions.asp</a>
Organization for the Prohibition of Chemical Weapons (OPCW)	<a href="http://www.opcw.org">http://www.opcw.org</a>

## CEP EVENTS

Below is a list of upcoming events in other international organisations:

ORGANISATION	EVENT	DATE	PLACE
European Commission	Seminar on Strengthening Cooperation with Candidate Countries and Western Balkan Countries in the field of Civil Protection	24-26 February 2008	Bled, Slovenia
Army Engineering School and Training Centre	Course on Human Relief Operations in Disasters	10-15 March 2008	Izmir, Turkey
Joint Force Command HQ, Naples	Seminar on Civil Military Cooperation in Operations : tactical and operational levels	March 2008	Naples, Italy
OPCW	Second Regional Assistance-And-Protection Workshop for Latin American and Caribbean States.	31 Mar - 4 Apr 2008	Buenos Aires, Argentina
OPCW	Review Meeting of the Convention on Nuclear Safety (CNS)	14-25 April 2008	Vienna, Austria
OPCW	Advanced Training Course in Civil Defence Against Chemical Weapons.	21 - 25 Apr 2008	Slovenská Lupca, Slovakia
The International Group for Research and Information on Post-Disaster Reconstruction	4th International Conference "Building resilience: achieving effective post-disaster reconstruction"	30 April - 2 May 2008	Christchurch, New Zealand

Further information is available on e- Prime, the Partnership Real-time Information Management and Exchange System.

If you would like to contribute to "perCEPtions", the CEP newsletter, please contact **Clare Roberts, CEP, NATO HQ** [cepd@hq.nato.int](mailto:cepd@hq.nato.int)