

**CIVIL DIMENSION  
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**NATO AND CIVIL PROTECTION**

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**DRAFT SPECIAL REPORT**

***LORD JOPLING (UNITED KINGDOM)***  
***SPECIAL RAPPORTEUR\****

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\* Until this document has been approved by the Committee, it represents only the views of the Rapporteur.

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## GLOSSARY OF THE MAIN ABBREVIATIONS

**AWACS:** Airborne Warning and Control System; aircraft equipped with special radar capable of detecting air traffic over large distances and at low altitudes; AWACS aircraft can perform a range of duties from air surveillance to air support and reconnaissance

**CBRN:** chemical, biological, radiological and nuclear

**CBRN Battalion:** NATO Multinational Chemical, Biological, Radiological and Nuclear Battalion; it is a high readiness, multi-national, multi-functional Battalion, able to deploy quickly to participate in the full spectrum of NATO missions; the Battalion, in which 13 NATO members participate, should provide a Nuclear Biological Chemical (NBC) capability, primarily to deployed NATO joint forces and commands, to allow them to operate in a CBRN-free environment; it can perform such functions as CBRN reconnaissance, identification, monitoring, assessment and decontamination

**EADRCC:** Euro-Atlantic Disaster Response and Coordination Centre; the Centre is NATO's "24/7" focal point for co-ordinating disaster relief efforts among member and partner countries; based at NATO Headquarters in Brussels, it is staffed by five secondees from NATO and partner countries and three members of NATO's International Staff

**EADRU:** Euro-Atlantic Disaster Response Unit; it is a non-standing pool of national civil and military elements, which NATO member and partner countries can volunteer for deployment in the event of a major disaster

**EAPC:** Euro-Atlantic Partnership Council, political decision-making body, which brings together NATO member and partner countries

**NAC:** North Atlantic Council, the main political decision-making body within NATO

**NAEW&CF:** NATO Airborne Early Warning and Control Force; formal designation for NATO's fleet of AWACS aircraft, in which 14 countries participate; the fleet comprises 17 Boeing AWACS E-3A radar aircraft and three cargo planes; it is one of the few military assets that are owned and operated by NATO

**NRF:** NATO Response Force; highly ready and technologically advanced force made up of land, air, sea and special forces components committed by NATO member countries for six-month rotations; the force is able to deploy at a 5 day notice and sustain itself for operations lasting 30 days; it should comprise 25,000 troops when it reaches full operational capability in October 2006

**OCHA:** United Nations Office for the Coordination of Humanitarian Affairs; it is the UN body responsible for the co-ordination of humanitarian relief efforts; its Headquarters are in New York and Geneva

**PAP-T:** Partnership Action Plan Against Terrorism; framework document for Co-operation between NATO and partner countries in the fight against terrorism; the plan provides for political consultation on several topics and contains a menu of activities for practical Co-operation, which partner countries can choose from

**PfP:** Partnership for Peace; NATO's main framework for Co-operation with partner countries, based on a programme of practical bilateral Co-operation between individual partner countries and NATO

**SCEPC:** Senior Civil Emergency Planning Committee, the main decision-making body within NATO in the area of civil emergencies; the Committee is made up of representatives from the national civil emergency administrations and from the national delegations at NATO Headquarters

**WMD:** weapons of mass destruction

## **I. INTRODUCTION**

1. The bombings in Madrid and London, the devastating consequences of the tsunami in South East Asia, of Hurricane Katrina in the United States or of the earthquake in Pakistan, are only a few recent reminders of how important and relevant the issue of civil protection has become. Civil protection, or policies for the protection of civilian populations against disasters and other emergencies, has indeed gained a new prominence and meaning with the end of the Cold War and the emergence of the global threat of terrorism.

2. As the main forum for collective security and defence in the Euro-Atlantic area, NATO has adapted to this new security environment and attempted to respond to the new demands for civil protection. NATO has been engaged in disaster response since the 1950s. However, since the terror attacks in New York and Washington on September 11, 2001, the Alliance has had to rethink its role in response to terrorism and the use of weapons of mass destruction (WMD). This has led to the development of new concepts and strategies, as well as a reassessment of NATO's tools and operations. "Civil emergency planning", the official NATO phrase for activities relating to disaster response and preparedness, has thereby gained a new prominence within the Alliance.

3. The expanding role of NATO in the protection against civil emergencies is a component of NATO's current transformation, a far-reaching process which should shape the future of the Alliance for the years to come. Some have already indicated that they see the Alliance turning into a global security agency or a global provider of security services. There is no doubt that NATO's role in civil emergencies also needs to be discussed as part of these reflections. Should NATO, as a political-military alliance, be at all involved in the protection of populations against civil emergencies? What is NATO's value-added in this field? What should be the aims of NATO's involvement? Which instruments should the Alliance use for the achievements of these aims?

4. Looking at the current situation, it is difficult to identify one comprehensive and all-inclusive NATO policy regarding civil emergencies. Much more, the Alliance seems to have built over the years, through a flexible *ad hoc* approach, several clusters of expertise. These clusters include in particular the protection of civilian populations against natural and man-made disasters, and the fight against terrorism, including the potential use of WMD.

5. This flexible, *ad hoc* approach, has led to some overlap with other aspects of NATO's policies and programmes, raising questions as to the interactions and boundaries between these different activities. Moreover, NATO's engagement in this field also raises the issue of Co-operation with partner countries and other key international players, particularly the United Nations and the European Union.

6. Underlying all these reflections is the broader issue of civil-military relations and how the new security environment has led national and international actors to rethink interactions between the civilian and military spheres. Civil emergencies are a natural area of interaction between civilian and military authorities. NATO, as a political-military Alliance, has in a way contributed to the redefinition of civil-military relations through its increasing engagement in civil emergencies.

7. The Committee on the Civil Dimension of Security has developed a strong focus on the issue of civil protection. Following last year's special report on the early identification of the nature of a WMD attack by terrorist, your Rapporteur would like to focus this year on the complex network of policies and instruments that give NATO a role in civil emergencies and examine what the prospects are for NATO's future role in this field. This report will start with an overview of NATO's objectives and instruments in dealing with two main categories of emergencies: natural and manmade disasters on the one hand, terrorist activities on the other. It will then examine how NATO's intervention in civil emergencies fits into the broader picture of the Alliance's transformation. Finally, it will look at issues of Co-operation.

## **II. NATO'S ROLE IN CIVIL PROTECTION: GENERAL FRAMEWORK AND TOOLS**

### **A. OVERVIEW OF NATO'S ENGAGEMENT IN THE AREA OF CIVIL PROTECTION**

8. NATO's engagement in civil emergencies has been progressively stepped up and developed. It now includes a broad range of emergencies, as well as a broad variety of policies and tools. Nevertheless, the principles and overall aims of NATO's intervention have remained unchanged.

9. These are stated in the chapter on civil emergency planning of the NATO Handbook, which reads as follows: "The aim of Civil Emergency Planning in NATO is to co-ordinate national planning activity to ensure the most effective use of civil resources in collective support of Alliance strategic objectives. Civil Emergency Planning is a national responsibility and civil assets remain under national control at all times. However, at the NATO level, national intentions and capabilities are harmonised to ensure that jointly developed plans and procedures will work and that necessary assets are available."

10. The first and main principle is therefore that the primary responsibility for civil emergencies lies with national authorities. NATO's role in this area is only secondary and subsidiary. It is also subsidiary in relation to other competent international organisations, particularly the United Nations.

11. In light of this first principle, the justification for NATO's role in civil emergencies can be found in the added value that the Alliance brings to the management of crisis situations, as well as in the achievement of NATO's overall strategic goals. In other words, NATO's mandate can be defined broadly as organising the contribution of civilian assets and resources to the achievement of the Alliance's overall strategic objectives.

12. The NATO Handbook defines 5 main types of operations or scenarios in which NATO could be called to intervene in civil emergencies:

1. supporting Alliance military operations under Article 5;
2. supporting non-Article 5 crisis response operations;
3. supporting national authorities in civil emergencies;
4. supporting national authorities in the protection of their populations against the effects of WMD;
5. co-operation with Partners in the Civil Emergency Planning field.

13. This list reflects an evolution in the kind of emergencies that NATO tackles, as well as in NATO's area of operation. NATO's engagement has traditionally included natural and manmade disasters, such as chemical and toxic spills, avalanches, floods, earthquakes, extreme weather, fires, etc. Since the end of the Cold War, it has adapted to emerging needs and threats and additionally has included the civil effects of terrorism and of the use of WMD. Moreover, NATO's engagement covers all the various stages of emergency planning: early warning and prevention, preparedness, response and recovery.

14. NATO's geographical area of operation has also been extended. Whereas in the early period, the Alliance could only be called to intervene in the Euro-Atlantic area and was able to perform out-of-area interventions in very limited circumstances, NATO's outreach in the field of civil emergencies as in other NATO activities, has been extended progressively, first to include new partners, then to include also the territory of non-partner countries.

15. Finally, the Alliance has developed new ways to intervene in these various scenarios. NATO's actions still very much rely on national assets, but now also involve more and more the use of NATO assets. Overall, NATO is now engaged in civil emergencies through three types of

actions: 1. assisting member and partner countries in improving their national capabilities; 2. providing a framework for co-ordinating national efforts; 3. developing common shared capabilities.

16. Besides NATO's main decision-making processes, the principal body in the area of civil emergencies is the Senior Civil Emergency Planning Committee (SCEPC), which reports directly to the North Atlantic Council (NAC). The Committee meets at least twice a year in a plenary session and regularly in a permanent session. Countries are usually represented by the heads of their national civil emergency planning organisations for plenary sessions and by members of national delegations at NATO Headquarters in permanent sessions. Parallel meetings are held at Euro-Atlantic Partnership Council (EAPC) format to allow participation from partner countries.

17. The Committee is supported by the Civil Emergency Planning Directorate and made up of nine technical civil emergency planning boards and committees dealing with various aspects of emergencies: sea transport, civil aviation, land transport, energy, industry, agriculture, post and telecommunications, medical care, civil protection. These regularly bring together national government, industry experts and military representatives to co-ordinate planning and specify implementation details in their respective domain.

18. The NAC and SCEPC have adopted a series of concepts and strategies defining NATO's role and instruments in civil emergencies. In the field of natural and manmade disasters, the main documents include the NATO Policy on Disaster Assistance in Peacetime and the Enhanced Practical Co-operation in the Field of International Disaster Relief. In the field of terrorism and WMD, the main documents include the Civil Emergency Planning Action Plan and the Partnership Action Plan against Terrorism (PAP-T). Moreover, NATO's engagement in civil emergencies also uses some of the Alliance's main programmes, in particular the partnership programmes, as well as NATO's "Security Through Science" programme. These are all examined in greater detail in the following sections.

19. Finally, the main operational framework in the area of civil emergencies is the Euro-Atlantic Disaster Response Capability, made up of the Euro-Atlantic Response Co-ordination Centre (EADRCC) and the Euro-Atlantic Disaster Response Unit (EADRU). Other operational tools include in particular NATO's Airborne Warning and Control System (AWACS), the NATO Response Force (NRF) and the Multinational Chemical, Biological, Radiological and Nuclear (CBRN) Battalion. These assets have been engaged in some of NATO's most recent operations in the field of civil emergencies.

20. The following sections will examine in greater detail NATO's programmes and activities regarding two main types of emergencies: natural and man-made disasters on the one hand, terrorism and WMD on the other. However, if the Alliance has indeed developed certain specific tools for each one of these categories, other mechanisms are the same for both. This reflects the fact that, despite obvious differences, these two types of emergencies require many of the same preparedness and response capabilities.

## **B. NATO'S PROGRAMMES AND ACTIVITIES FOR THE PROTECTION OF CIVILIANS AGAINST NATURAL AND MAN-MADE DISASTERS**

21. NATO's programmes and activities for the protection of populations against natural and man-made disasters focus both on *disaster response* and on improving member and partner countries' *preparedness* capabilities.

## **NATO's engagement in disaster response**

22. NATO has been engaged in disaster response since as early as the 1950s, but the end of the Cold War opened new prospects. The first step was taken in 1992, when NATO Ministers of Foreign Affairs agreed to the possibility of involving NATO out-of-area if requested by a relevant international organisation (mainly the United Nations Office for the Co-ordination of Humanitarian Affairs, OCHA) or by a member state acting on behalf of a stricken state. In 1995, the Policy on Disaster Assistance in Peacetime was revised to allow for discussion of disaster assistance within the newly created North Atlantic Cooperation Council (later the EAPC). In December 1997, it was Russia who proposed to the SCEPC the creation of the EADRCC and EADRU, which was endorsed by EAPC ministers in May 1998 and inaugurated 3 June 1998. The creation of the EADRCC and EADRU was accompanied by the publication of a new policy document on "Enhanced Practical Co-operation in the Field of International Disaster Relief".

23. Still today, the EADRCC and EADRU are the two main pillars of NATO's engagement in disaster response. However, in accordance with NATO's subsidiary role in civil emergencies, priority is given to member states and to relevant international organisations, particularly the United Nations. The EADRCC and EADRU are thus used only if called upon, and their role is restricted to co-ordination rather than direction.

24. The Centre is a rather small structure, headed by the Director of Civil Emergency Planning and staffed through personnel seconded by NATO and partner countries. It also includes one permanent liaison officer from the UN-OCHA. In 1999, the Centre established four functional desks, working on situation, assistance, transportation, and general policy.

25. The main responsibilities of the Centre in the event of an emergency include, in close consultation with UN-OCHA and other international organisations, to co-ordinate the responses of EAPC countries to disasters occurring in the EAPC area and to act as the focal point for information sharing on requests and offers for disaster assistance. On a longer-term basis, the EADRCC is also in charge of ensuring the continued development of the Alliance's disaster-response capabilities and facilitating the speedy deployment of national assets by encouraging arrangements on issues such as visa, border-crossing, transit, the status of deployed personnel and assets, etc. NATO also organises regular field exercises, in ation with other international organisations, in order to promote interoperability of NATO-related assets.

26. The EADRU is a non-standing, multi-national mix of national civil and military elements, which are volunteered by EAPC countries for deployment in case of a major natural or technological disaster in an EAPC country. These national elements can include qualified personnel of rescue, medical supplies and equipment, temporary housing, water sanitation equipment, strategic and tactical airlift capabilities. The composition and size of this pool of national assets varies in each case, based on an assessment of each particular disaster and the needs of the stricken country. National elements remain under national authority while deployed.

27. The EADRCC and EADRU have been engaged in many emergency situations since their creation. Recent operations included flood relief in the Czech Republic and Albania in 2002, in Azerbaijan in 2003, in Georgia, Bulgaria, Romania and the Kyrgyz Republic in the spring and summer of 2005. Two other recent operations deserve special attention: NATO's intervention in response to Hurricane Katrina in the United States in August 2005 and NATO's assistance to Pakistan following the earthquake in Kashmir in October 2005.

28. On 4 September 2005, the United States requested relief support in the form of food supplies, medical and logistical supplies, to cope with the devastating aftermath of Hurricane Katrina. The EADRCC co-ordinated responses to this request by 39 NATO and partner countries. The aid provided included food supplies, bottled water, water purification units, medical supplies,

tents and camp beds, generators, water pumps, ships, helicopters, financial contributions and forensic teams.

29. Moreover, on September 9, the NAC approved a NATO transport operation to help move donations from Europe to the United States. The Council decided to commit the NATO Response Force (NRF) and the NATO Airborne Early Warning and Control Force (NAEW&CF) to the relief effort and approved the use of transport aircraft to deliver the aid. NATO established an air-bridge between the Ramstein air base in Germany and Little Rock, Arkansas. From 12 September to 2 October 2005, twelve NATO flights delivered almost 189 tons of relief goods. The operation was completed on 2 October 2005.

30. Pakistan was struck by a devastating earthquake on 8 October 2005. On 10 October 2005, NATO received a request for assistance. The following day, the NAC approved a major air operation to bring supplies from NATO and partner countries to Pakistan. The mission developed on the basis of three components. First, the EARDCC co-ordinated donations from over 40 NATO and partner countries. Second, the Alliance developed air bridges from Germany and later from Incirlik, Turkey, to deliver large quantities of tents, blankets, stoves, medical supplies, etc. A total of 170 flights delivered over 3,500 tons of aids to Pakistan. Third, a mission was deployed on the ground to assist with relief efforts, in close co-operation with local authorities and other international organisations. These second and third pillars were co-ordinated through the NRF.

31. The NRF operation in Pakistan consisted of a Deployable Joint Task Force, also known as the NATO Disaster Relief Team, which was deployed to Pakistan on 24 October for a 90-day mission. These Headquarters co-ordinated and directed all NATO land and air operations in Pakistan. This included five helicopters dispatched to the earthquake-affected area for the transport of supplies to remote mountain villages and the evacuation of victims. It also included medical assistance with a sophisticated 60-bed field hospital and mobile medical personnel. Finally, it included a team of engineers assisting with the reparation of roads and the building of shelters, schools and medical facilities in the area around Bagh. A total of about 1000 personnel were engaged in the relief effort, including engineers, medical personnel and supporting staff. The operation was terminated on 1 February 2006.

32. If the Katrina operation represented a relatively limited intervention for the NRF in a NATO member country, the operation in Pakistan was a much broader and complex effort, implying the deployment of the NRF outside of NATO's area of operation, in a less friendly environment. This operation also illustrates an ever-broader engagement of NATO in civil emergencies, even beyond the territory of partner countries.

### **NATO's engagement in disaster preparedness**

33. If the development of NATO's engagement in civil emergencies has been most spectacular in the field of disaster response, NATO is also strongly involved in the promotion of long-term preparedness, through programmes meant to improve member and partner countries' knowledge and capabilities. This has been achieved mostly through the Security Through Science and partnership programmes.

34. Several Science for Peace projects within the Security Through Science programme have been developed in the field of civil emergency planning. Projects typically bring together scientists and end-users from research laboratories, industry, and university to work on applied R&D projects. One group of projects aims at increasing knowledge of natural disasters and reduce their impact. For example in the field earthquake sciences, the project on "Seismic Assessment and Rehabilitation of Existing Buildings" aims at finding new ways to strengthen buildings to make them more resistant to earthquakes. The project on "Assessment and mitigation of seismic risk in Tashkent (Uzbekistan) and Bishkek (the Kyrgyz Republic)" aims at improving analysis of



earthquakes and assessment of damage in the two countries, based on the experience gathered from earthquake assistance in Turkey.

35. Finally, NATO's partnership programmes devote an important part of their activities to civil emergency planning. Details of these programmes are examined in the section III.A. below.

### **C. NATO'S PROGRAMMES AND ACTIVITIES FOR THE PROTECTION OF CIVILIANS AGAINST TERRORISM**

36. The fight against terrorism and WMD is a comparatively newer area of the Alliance's engagement. It is also an area where Alliance members have made clear that NATO's contribution is subsidiary to that of individual countries and should focus on the Alliance's value-added and expertise.

37. The main policy document regarding the fight against terrorism, the Military Concept for Defence against Terrorism adopted at the Prague summit in 2002, sets four main objectives for the Alliance:

1. anti-terrorism (i.e. defensive / passive measures to reduce the vulnerability of forces, individuals and property);
2. consequence management;
3. counter-terrorism (i.e. offensive / active measures);
4. military co-operation with member, partner and other countries, as well as with international organisations.

38. Within this broad framework, the Alliance's activities for civil emergency planning in the fight against terrorism and WMD follow three complementary approaches:

1. reinforcing national capabilities;
2. providing a framework for co-ordinating disaster response;
3. occasionally using NATO assets in support of national civilian authorities.

#### **Enhancing national capabilities**

39. The main document regarding civil preparedness in the event of a terrorist attack using WMD is the Civil Emergency Planning Action Plan adopted by Heads of State and Government at the Prague summit in 2002. The Action Plan calls for the establishment of an inventory of national capabilities (such as medical assistance, radiological detection, identification laboratories, aero-medical evacuation capabilities), as well as the development of interoperability for response services through exercises and the adoption of standard operating procedures. The plan also encourages the adoption of border-crossing arrangements for relief teams, equipment and supplies. Finally, it suggests the development of non-binding guidelines or minimum standards which nations could follow in the areas of planning, training, and equipment for civilian response to WMD.

40. An Updated Action Plan for the Improvement of Civil Preparedness for possible terrorist attacks with CBRN weapons was approved at the meeting of the SCEPC in April 2005. This plan encompasses a host of measures to improve the preparedness of individual countries and of NATO as a whole to respond rapidly and effectively to the consequences of terrorist attacks with CBRN weapons. Specific issues include better disaster response co-ordination, the protection of critical infrastructure, and support to victims of a potential attack.

41. Co-operation with partner countries in the fight against terrorism has also been stepped up, but achievements are still limited and unequal. These issues are studied in section III. A. below.

42. Finally, NATO's science programmes have also been mobilised towards enhancing Alliance and partner countries' capabilities in the fight against terrorism. Since 2004, the Security Through Science Programme has put a strong emphasis on "Defence Against Terrorism" projects, aiming at improving CBRN detection capabilities, the physical protection of CBRN materials, the destruction, decontamination and medical response to CBRN. In addition, NATO organises seminars and workshops on issues such as critical infrastructure protection, eco- and cyber-terrorism, border security, etc.

43. CBRN detection is the focus of two recent Science for Peace projects. The "New biosensor for rapid detection of the anthrax lethal toxin" was approved at the beginning of 2005 and is expected to run over 36 months with a total budget of 258,000 euros. The project should lead to the production of a new commercial detection kit for anthrax. Another research project, approved in April 2005, focuses on the detection of dirty bombs. It is a two-year 275,000 euros project, co-directed by a scientist from the Netherlands and one from Russia, which aims at developing a new device for the simultaneous detection of explosives and radioactive materials, combining three detection methods into a single man-portable device. Possible uses could include analysis of suspicious luggage after x-ray screening at airports and analysis at checkpoints of critical infrastructure facilities, such as nuclear and conventional power plants.

#### **Co-ordinating emergency response**

44. On the operational side, the EADRCC's mandate has been extended to include response to a terrorist attack, including attacks with WMD. The same procedures and capabilities described above could therefore be used in the event where a NATO member or partner country struck by a terrorist attack would call for assistance through the Alliance's emergency response channels. Moreover, more and more field exercises and seminars are devoted to terrorist incidents. Such was the case for example of a recent exercise organised in Ukraine in October 2005, in co-operation with the Organisation for the Prohibition of Chemical Weapons.

#### **Using NATO assets in support of civilian needs**

45. Finally, NATO has been engaged recently in a series of operations, which involved the use of NATO military capabilities in support of civilian defence against terrorism. For instance, NATO AWACS aircraft were deployed immediately following the terrorist attacks on 9/11 in the United States to help defend North America against further attacks. AWACS aircraft have also been deployed recently to protect major public events, including major political summits or sports events. For example the Euro 2004 football championships, the 2004 Athens and 2006 Turin Olympic Games have received AWACS coverage. Elements of NATO's CBRN Defence Battalion were also deployed in Athens to protect against potential CBRN attacks. Finally, elements of the operation Active Endeavour in the Mediterranean were used for maritime surveillance along the Greek coasts. All these interventions illustrate the type of occasional and targeted support that NATO can provide to member and partner countries for the prevention of terrorism.

### **III. CIVIL PROTECTION AND THE ALLIANCE'S TRANSFORMATION**

46. The Alliance is currently undergoing a far-reaching process of transformation. Many underlying dynamics are already underway, but reflections on a broader and more radical redefinition of the Alliance's mandate, modes of operations and partnerships have proliferated recently. All these issues are on the agenda of the Alliance's upcoming summit in Riga in November 2006. Two important aspects of this process of transformation are particularly relevant for this report, because they interact and overlap with NATO's involvement in civil emergencies: the Alliance's growing engagement in peacekeeping and humanitarian operations on the one hand, the enhancement of NATO's military capabilities on the other.

## **A. CIVIL PROTECTION AND NATO'S PEACEKEEPING AND HUMANITARIAN OPERATIONS**

47. There are many points of contact and overlap between the Alliance's engagement in civil emergencies and its peacekeeping and humanitarian operations. One series of questions is posed by NATO's disaster response operations. Interventions in response to Hurricane Katrina or the earthquake in Pakistan in particular have led some to wonder whether NATO was indeed turning into a humanitarian relief organisation. Even before Katrina and Pakistan, the EADRCC's involvement in 1998-1999 in the refugee crisis in Kosovo already represented a step towards NATO's humanitarian engagement.

48. A second series of questions relates to NATO's growing involvement in peacekeeping operations and post-conflict reconstruction since the end of the Cold War, from Bosnia to Kosovo and Afghanistan. These operations present two interesting features: first, they are more or less closely connected to the global fight against terrorism; second, they have led to a redefinition of civil-military relations, particularly through the engagement of the Alliance in long-term reconstruction projects.

49. NATO's operations in Afghanistan perfectly exemplify both aspects. NATO's take-over the International Security Assistance Force in August 2003 aimed at assisting with the stabilisation and reconstruction of the country, thereby reducing the danger of it becoming again a safe haven for terrorists. NATO's engagement there has greatly contributed to the redefinition of civil-military relations in operations, the most obvious example being the establishment of the Provincial Reconstruction Teams (PRTs), which bring together military and civilian personnel for local reconstruction projects.

50. The same is true, though at a slightly smaller scale for NATO's operations in the Balkans. Although NATO's presence in Bosnia has been significantly reduced since the transfer of authority to a force from the European Union, NATO Headquarters in Sarajevo are still participating in the stabilisation of the security situation in the Balkans, in co-operation with military and civilian partners and organisations in the country. They are also specifically engaged in counter-terrorism efforts. Similarly the KFOR in Kosovo closely co-operates with local and international civilian authorities. One component of its activities includes gathering information on terrorist groups and activities.

51. NATO's officials at all level have denied that the Alliance has any intention of turning into a humanitarian relief organisation. Most recently, commenting on the operations in Pakistan, NATO's Secretary General, Jaap de Hoop Scheffer, stated: "NATO is not, and does not aspire to be, a humanitarian organisation. But we are glad that, in the face of this terrible disaster, we were able to deliver emergency relief, our doctors could treat patients and our engineers could help begin the process of reconstruction."

52. A better way to analyse these trends and distinguish between NATO's recent operations is rather to understand that they represent two complementary sides of civil-military relations. One side relates to mechanisms for civilian support for the military in operations. This is the case for recent peacekeeping and post-conflict reconstruction operations, where the Alliance has built bridges with local and international civilian authorities. The other side involves military support for civilian operations. This was the case for example for NATO's recent terrorism prevention operations at the Athens Olympics, in which AWACS aircraft, the NRF or the CBRN Defence Battalion have been involved. The first kind of activities focuses on the value added of civilian capabilities in the context of a long-term effort involving high levels of civilian and military engagement. The second kind focuses on the value added of military capabilities in relation to short-term sporadic interventions that require rapidly deployable capabilities.

## **B. CIVIL PROTECTION AND THE DEVELOPMENT OF NATO'S CAPABILITIES AND ASSETS**

53. A second major pillar of NATO's transformation process relates to the development of NATO's capabilities and assets. The initiatives taken in this field aim specifically at reinforcing military capabilities in operations, both through a programme for enhancing national capabilities and through the development of NATO assets. However, in many areas, these initiatives can help directly or indirectly reinforce civilian emergency planning. The capability issue is high on the agenda of the Riga summit, which is expected to address developments regarding the NRF and the Alliance's capabilities in the fight against terrorism.

### **Civil-military crosscutting initiatives in the field of natural and man-made disasters**

54. The major event that has prompted a reassessment of the range of possible Alliance interventions in the field of natural and man-made disasters is the progressive coming to life of the NATO Response Force. The Katrina relief effort represented the first use of the NRF in a crisis response operation, although it was not the NRF's first ever deployment. The Pakistan operation built upon the lessons of this first deployment and involved a much larger and complex operation, with a local component outside the Alliance's traditional area of operation.

55. Moreover, in both cases, NATO's engagement combined the traditional provision and co-ordination of national assets through the EADRCC and EADRU with the use of elements of the NRF. Both operations have been considered by the Alliance as successful. One can easily imagine that with the NRF reaching its full operational capacity in the autumn of 2006, there will be more such opportunities for the Alliance's involvement in civil emergencies. However, one important issue remains concerning the legal restrictions existing in some NATO countries – most notably in the United States - regarding the use of the military in civil emergencies. This could limit the potential uses of the NRF on the territory of NATO countries. Another problem highlighted by the operation in Pakistan was the issue of common funding for the NRF. Finally, member states might be reluctant to engage the NRF too often for civil emergencies, which would make the force unavailable for any urgent military necessity.

### **Civil-military crosscutting initiatives in the field of terrorism and WMD**

56. Many NATO initiatives aimed at developing the Alliance's military capabilities in the fight against terrorism and WMD have incidentally contributed to civil protection, either by enhancing civilian capabilities at the same time as military capabilities, or through their impact on the global fight against terrorism.

57. The first example is also the creation of the NRF. As mentioned earlier, the NRF has already been used for securing several major public events. More broadly, the NRF's mandate includes the possibility of involvement in counter-terrorist operations. The same "dual-use" opportunities exist for NATO's CBRN Defence Battalion. The Battalion's main mission is to provide the Alliance – more specifically the NRF – with rapidly deployable and efficient CBRN defence capabilities in the event of an attack on NATO troops using WMD. However, incidentally, the CBRN Battalion can also be engaged in support of civilian authorities, for example for the protection of major public events, as was the case for the 2004 summer Olympics in Athens. Similar principles apply for another more traditional NATO asset, the AWACS aircraft, which have also been involved in several terrorism prevention operations. However, here again, one should mention that national restrictions regarding the use of the military in civil emergencies could limit the use of the NRF or the CBRN Battalion in NATO countries.

58. Operation Active Endeavour in the Mediterranean also contributes to both the military and civilian sides of NATO's activities in the fight against terrorism and WMD. This maritime surveillance and escort operation was deployed in October 2001, as a direct result of the 9/11 attacks in the United States and of the Alliance's subsequent declaration of Article 5. The mission's goal is to collect information on, detect and deter terrorist activity and protect trade routes in the Mediterranean. In this sense, it contributes broadly to the protection of civilian populations in the Euro-Atlantic area. Moreover, the mission has also been directly used for the protection of populations during the 2004 summer Olympics in Athens. The mandate of the mission was progressively broadened and strengthened. The scope of it was also extended to cover the entire Mediterranean. Finally, participation in the mission has come to include partner countries, most recently Ukraine and Russia.

59. A series of initiatives focus on improving the national and NATO capabilities against WMD. The 1999 Weapons of Mass Destruction Initiative, supported by the WMD Centre at NATO Headquarters, represented the first significant effort to define and develop NATO's role in preparing and defending against the threat of WMD. The Prague summit further approved five CBRN defence initiatives, including a deployable CBRN analytical laboratory, a CBRN event response team, a virtual centre of excellence for CBRN weapons defence, a biological and chemical defence stockpile and a disease surveillance system. The Prague Capability Commitments also include a section on CBRN defence. Finally, the 2004 Istanbul summit brought about an enhanced programme of work for defence against terrorism, whose goal is the development of cutting-edge technologies that will help Allies defend against terrorist threats in operations. Among the 10 areas of co-operation are defences against improvised explosive devices, protection of aircraft, helicopters, harbours and ports against attacks, detection, protection and defeat of CBRN weapons and critical infrastructure protection. Many of these initiatives aiming at improving military capabilities also have civilian applications or generally enhance civilian efforts against terrorism and WMD.

60. Another important area of improvement of NATO's capabilities relates to intelligence and information sharing. This remains a sensitive issue within the Alliance. Member countries are still very reluctant to share intelligence in a multilateral format or grant NATO with a multinational intelligence capability. In this context, the establishment of a Terrorist Threat Intelligence Unit at NATO Headquarters was a first useful step towards enhancing NATO's role as a framework for sharing knowledge and analysis of the terrorist threat. Collection and sharing of information is also one area where civilian and military interests overlap and reinforce each other. In a recent study on NATO's role in the fight against terrorism, the Atlantic Council of the United States (ACUS), advocated greater and re-focused NATO involvement in intelligence activities. The report concludes that "the highly adaptive nature of the terrorist threat requires frequent adjustments in ways of thinking and responding. NATO can provide unique added value by focusing on improving understanding of terrorist modes of operation and intelligence problem-solving, rather than on the exchange of actionable intelligence that involves highly sensitive sources and methods. Such intelligence is better handled and shared through bilateral arrangements."

61. Finally, NATO's science programmes contribute to the overall effort towards enhancing the Alliance's long-term capabilities. As mentioned above, the Security Through Science Programme has been recently refocused on projects aimed at improving preparedness and response capabilities for natural or man-made disasters and terrorist attacks. Many of these projects lie at the intersection of civilian and military interests and could lead to the development of "dual-use" technologies.

### **Assessing the contribution of civil protection to NATO's transformation process**

62. Interactions between NATO's engagement in civil emergencies and the processes of Alliance transformation examined above illustrate four main issues. One relates to the broad issue

of civil-military relations. As explained above, the Alliance has tried to promote mutually-reinforcing dynamics between the civilian and military spheres, based on the value added that each of them represents in a specific context, whether long-term peacekeeping and reconstruction operations or short-term, occasional emergency situations.

63. A second issue is one of capabilities. As NATO develops rapidly deployable expeditionary capabilities – such as the NRF of the CBRN Battalion, civil emergencies seem to provide a very appropriate terrain for testing these new capabilities. Moreover, as other organisations – particularly the United Nations - struggle with strained capabilities, the case for NATO's intervention is significantly strengthened. Similarly, it seems reasonable to try to build bridges between the development of military capabilities in the fight against terrorism and WMD and the improvement of civilian capabilities.

64. A third issue relates to the lack of a clear conceptual vision of what NATO's role should be in civil emergencies, and even more so in the fight against terrorism and WMD. The Alliance has indeed adopted several policy documents setting the framework of NATO's intervention in these areas. However, competing visions between members as to the adaptation of the Alliance to the security environment in the 21<sup>st</sup> century have, until now, prevented consensus on a comprehensive definition of the Alliance's role. As the Alliance is building consensus on its conceptual and strategic orientations, its involvement operations such as Katrina or the Pakistan earthquake, of lesser risk and intensity compared to the horror of a major CBRN strike, can provide the grounds for what Mark Joyce, in a recent article in the International Herald Tribune, has called the "incremental transformation" of the Alliance.

65. Finally, a fourth issue relates to public diplomacy. The Alliance recognises the interest of involvement in "popular" disaster relief or terrorism prevention operations in terms of improving the image of the Alliance. This was made clear in a statement of Andrew Walton, the Commander of the NATO Disaster Relief Team in Pakistan, who commented that "we've left behind an image of NATO as a force for good, as a capable, professional and trustworthy organisation". These four issues are also very relevant when looking at NATO's co-operation with partners and with other international organisations in the field of civil protection.

#### **IV. CIVIL PROTECTION AND ISSUES OF CO-OPERATION**

66. This section will look successively at two particularly relevant issues: co-operation with the Alliance's partners and co-operation with other international organisations.

##### **A. CIVIL PROTECTION AS PART OF NATO'S PARTNERSHIPS**

67. Civil emergency planning represents an important and growing component of NATO's partnership programmes. It is the largest non-military component of NATO's PfP activities. It also represents an important share of NATO's partnerships with Russia and with Ukraine. Finally, it has been included into co-operation frameworks with Mediterranean Dialogue countries and participants in the Istanbul Cooperation Initiative (ICI). However, the level and intensity of co-operation varies according to the area and the category of partners.

68. For all partners, co-operation in civil emergency planning for natural and manmade disasters is relatively well developed and efficient. Scientific co-operation through the science programmes also provides broad opportunities for participation of partner countries in projects aimed at enhancing emergency preparedness and response capabilities. Co-operation on terrorism preparedness is a relatively more sensitive area, and CBRN defence even more so.

69. Co-operation with PfP countries is relatively well established. As mentioned above, partners participate in the SCEPC and are thereby closely associated to the decision-making process on all the main issues relating to civil emergency planning.

70. In the field of natural and man-made disasters, partnership programmes and PfP activities focus on enhancing crisis management legislation, civil-military co-operation, disaster prevention, and humanitarian assistance capabilities. Many Science for Peace projects also include partner countries or are specifically tailored for their needs, such as the earthquake project for Uzbekistan and Kyrgyzstan. On the response side, the main operational framework is the EADRCC, which was intended from the start as a tool to co-ordinate requests for and offers of assistance by NATO member and partner countries in the event of a natural or man-made disaster. Since the creation of the EADRCC, partner countries have been the primary recipients of assistance, but they have also actively contributed to assistance efforts.

71. Co-operation with EAPC countries in the fight against terrorism is co-ordinated through the Partnership Action Plan on Terrorism (PAP-T). The objective of this plan, adopted by Heads of State and Government at the Prague summit in 2002, is to increase co-operation in preparing for possible terrorist attacks on civilians, including with the use of WMD. The PAP-T provides a set of programmes for political consultation and practical co-operation in the fight against terrorism, which can be tailored to the individual needs and interests of each country. Areas of co-operation include information sharing, preparedness and consequence management. However, implementation of the PAP-T has been relatively slow. The Istanbul summit in 2004 recommended a review of the implementation of the PAP-T, and initiated a reflection on an intensified set of co-operative measures in the fight against terrorism.

72. The EAPC's mandate also calls for co-operation on WMD-related issues. The Civil Emergency Planning Action Plan, which was recently enhanced and updated, provides the basis for an inventory and voluntary harmonisation of national capabilities. A number of science programmes, including partners, are also devoted to the civilian side of CBRN technology. Finally, a number of field exercises have been organised on WMD-related scenarios. However, overall, concrete achievements have been limited. One main reason is the lack of a clear mandate for the Alliance in this area, as well as the sensitivity of the issues involved.

73. Co-operation with Ukraine and Russia follows approximately the same features. NATO and Ukraine signed a Memorandum of Understanding on Civil Emergency Planning and Disaster Preparedness in 1997 and created the Ukraine-NATO Joint Working Group on Civil Emergency Planning and Disaster Preparedness. Within this framework, Ukraine and NATO have agreed to broaden practical co-operation in civil emergency planning. Flood assistance has been an important pillar of this co-operation, as a result of recurring emergencies in the Transcarpathian region of Ukraine. Ukraine's recent rapprochement with NATO is also leading to stepped-up co-operation in the fight against terrorism, including Ukraine's participation in Operation Active Endeavour.

74. Since 2002, NATO's co-operation with Russia also focuses more and more on the fight against terrorism. The NATO-Russia Council has established an *ad hoc* working group to analyse various aspects of the terrorist threat in NATO countries and in Russia and examine possible areas of practical co-operation. In December 2004, following a series of terror attacks in Russia, including the tragic siege of a Moscow theatre in October 2002 and culminating in the massacre in Beslan, the NATO-Russia Council adopted an Action Plan on Terrorism to co-ordinate practical co-operation under the Council. The plan, which covers the prevention and fight against terrorism, as well as consequence management, should provide an adequate framework for enhancing co-operation between NATO and Russia, shifting from mere consultations, analysis and joint exercises to genuine mechanisms for practical co-operation. An important step towards enhanced operational co-operation has been taken with Russia's participation in Active Endeavour.

75. The NATO-Russia Council also decided to initiate practical co-operation on protection from CBRN agents and is currently reviewing specific opportunities for co-operation. Russia, together with Hungary, have presented an initiative to create a rapid reaction mechanism under the authority of the NRC to be deployed in the event of natural or manmade disaster or of a terrorist event. Nevertheless, co-operation with Russia in this field as in others remains difficult. It is also complicated by this country's regular insistence on extending co-operation with NATO on a multilateral basis, that is between NATO on the one side and the Collective Security Treaty Organisation on the other, which NATO has formally excluded until now.

76. Finally, co-operation with Dialogue and ICI countries is most difficult and limited. Dialogue countries can request and contribute assistance through the EADRCC process. They can also choose to participate on an individual basis to selected PAP-T activities. The 2004 Istanbul summit made proposals to expand and strengthen practical co-operation in a number of priority areas including combating terrorism and WMD and disaster preparedness. It also invited Dialogue countries to participate in operation Active Endeavour and three countries – Algeria, Morocco and Israel - have already expressed interest. However, the Alliance is looking at ways to improve practical co-operation. Within a group of countries, which includes a non-declared nuclear power, Israel, the most delicate issue is certainly co-operation against the proliferation of WMD.

## **B. CIVIL PROTECTION AND NATO'S CO-OPERATION WITH OTHER INTERNATIONAL ORGANISATIONS**

77. NATO's two main international partners in the field of civil protection are the United Nations and the European Union. Co-operation with the former is relatively well established, whereas with the latter, many issues remain unresolved.

78. The UN plays a leading role in disaster response. The rules and procedures regarding NATO's engagement in civil emergency recognise the UN's leadership and organise the close co-ordination of NATO actions with relevant UN authorities. NATO also participated in the drafting of the UN Guidelines on the Use of Military and Civil Defence Assets in Disaster Relief and abides by its principles. In the event of a disaster, in which NATO considers taking action, the EADRCC systematically consults with the UN Office for the Coordination of Humanitarian Affairs. UN-OCHA is primarily responsible for disaster assessment and for assisting the stricken country with co-ordinating relief operations. The EADRCC acts as a liaison between UN-OCHA and NATO capitals. At the request of the UN or the stricken country, the Alliance can play a more prominent role in co-ordinating relief operations on the ground. NATO's operations in Pakistan provided for such an opportunity. The UN experienced serious difficulty in putting together the operation in Pakistan due to overstretched capabilities and problems of financing. As a result, the UN requested an enhanced participation of the Alliance, which resulted in the deployment of the NRF. NATO also co-operates with the United Nations and its affiliated organisations in the organisation of seminars and field exercises.

79. Co-operation with the European Union is more problematic, particularly since the Union is also undergoing a process of defining its own priorities and tools for disaster preparedness and response. The Union's mechanisms are for now split across the different pillars, with different decision-making processes and different tools. Current mechanisms include the Union's humanitarian assistance programmes (particularly through ECHO); civil protection networks, co-ordinated through the European Commission's Monitoring and Information Centre (MIC) within the Directorate-General for the Environment; the Union's rapid reaction mechanism; and police and justice co-operation in the fight against terrorism. The Union has recently been involved in relief operations after the tsunami in South-East Asia, in the United States following Hurricane Katrina and in response to the earthquake in Pakistan.



80. The Union is currently engaged in a comprehensive effort to enhance its role in crisis management. It has adopted a concept of operation for comprehensive planning to better co-ordinate actions taken by EU institutions. It has also connected all EU early alert systems through a new networking tool and is hoping to develop a common communication and information system. In December 2005, Javier Solana presented to the European Council proposals to further improve the Union's management of crisis. The report calls in particular for a reorganisation of the decision making process through the establishment of a Crisis Steering Group, bringing together the Presidency, the Commission and the Council Secretariat. It also calls for better and quicker planning of assistance with civil and military assets. Finally, it emphasises the need for arrangements regarding transport co-ordination of the relief effort, in co-operation with other international actors, including OCHA and NATO. Additional proposals should be presented during the Austrian presidency of the Union. Former French Foreign Minister Michel Barnier was tasked with drafting a report on the improvement of the Union's civilian crisis management capabilities in third countries.

81. Some of the European Union's instruments, in particular police and justice co-operation in the fight against terrorism, provide it with unique tools, which have no equivalent within NATO. However, many other current or planned mechanisms duplicate the Alliance's own tools. The MIC, for example, can be seen as an equivalent of the EADRCC. Both organisations have their own alert systems and their own mechanisms for sharing information and communicating during crisis. Yet, there is for now no structured division of labour and framework for co-operation between NATO and the European Union either in the field of natural disasters or in the field of terrorism.

82. Some officials at NATO have floated the idea of a "reverse Berlin plus agreement" between both organisations, allowing NATO to use the Union's civilian capabilities in response to civil emergencies, but this proposal is not met with great enthusiasm within EU institutions. The ACUS study mentioned above makes a similar suggestion regarding what can be the division of labour between NATO and the European Union in the fight against terrorism. The study suggests that "[t]here should be a division of labour between the two organizations in which the EU exploits its primarily legal and economic competencies and NATO exploits its primarily military competencies. Both the EU's Barcelona Process and NATO's Mediterranean Dialogue should have a counter-terrorism component, with the Barcelona effort focused more on legal issues and law enforcement and the Mediterranean Dialogue on military co-operation and assistance. The Mediterranean Dialogue should be suitably broadened or adapted to include other interested nations in the region."

## **V. CONCLUSION**

83. Since the end of the Cold War, NATO has been increasingly engaged in civil emergencies. In this area as in others, the Alliance has had to redefine its mandate and adapt its instruments in light of the new security environment and particularly the threats posed by terrorism and WMD. The Alliance has also associated an ever-broader range of partner countries to these efforts. As a result, civil emergency planning represents today the largest non-military component of NATO's Partnership for Peace activities.

84. Through engagements as diverse as disaster relief, humanitarian assistance or terrorism prevention operations, the Alliance has demonstrated that, under certain circumstances, it could bring specific added value to other existing efforts. However, still today, the Alliance does not claim to play a leading role in civil emergencies. It recognises the primary responsibility of national authorities, as well as the need for co-ordination with competent international organisations. Your Rapporteur is convinced that this principle should remain the fundamental premise of and core guideline for NATO's role in civil protection.

85. Nevertheless NATO's growing engagement in civil emergencies has revealed the limits and flaws of the Alliance's mandate and instruments, and those certainly deserve further consideration. First and foremost, despite an accumulation of policy documents, there is still no clear consensus on what the Alliance's role should be in relation to civil emergencies, particularly in the areas of terrorism and WMD. Second, despite the major ongoing effort to enhance Alliance capabilities, NATO's specific assets are still underdeveloped. Even the least contested and best-established NATO framework, the EADRCC is under-staffed and requires additional resources fully to perform its mandate. Third, co-operation with partners and with international organisations, particularly the EU, also lacks clear political guidelines.

86. There is, therefore, a need to refine NATO's engagement in civil emergencies, in the broader context of NATO's transformation. As governments will discuss the Alliance's future in Riga in November 2006 and at the next NATO summit in 2008, the issue of civil emergencies certainly deserves to be on the Alliance's agenda. It is important that this issue is considered as part of the reflection on NATO's strategic objectives and priorities and interactions between them.

87. Your Rapporteur would like to suggest the few following guiding principles. The main priority should certainly be to define what the Alliance's added value is in the field of civil emergencies. A second crucial issue is how better to organise mutually reinforcing relations between the civilian and military spheres. As mentioned before, civil emergencies are a natural area of overlap between civilian and military interests. Therefore, it provides a good testing ground for enhancing civil-military relations. A third priority should be to continue to enhance the Alliance's capabilities, including assets specifically geared towards civil emergencies (such as the EADRCC). Finally, the Alliance should consider ways to reinforce co-operation with its partners, including in the Broader Middle East, and with international organisations. In particular, it is important to avoid duplication of resources and efforts with the European Union.

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