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# CBRN Integrated Response Italy

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enhancing on-site  
cooperation  
between safety  
and security  
organizations

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**EU response to  
CBRN incidents:  
proposal for the  
integration of the  
EU Host Nation  
Support Guidelines**

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# **EU response to CBRN incidents: proposal for the integration of the EU Host Nation Support Guidelines**

**A proposal for the integration of the existing EU Host Nation Support Guidelines to  
improve Incoming Assistance in case of CBRN incidents**

## **CBRN – Integrated Response Italy**

**Strengthening CBRN-response in Europe by enhancing on-site  
cooperation between safety and security organisations: an Italian pilot.**

### **Contributors:**

- University of Rome “Tor Vergata” (TV, Work Package Leader);
- Sant’Anna School of Advanced Studies of Pisa (SSSUP);
- The Italian National Fire-Fighters Corp – Fire Department of Pisa (CNVVF).

### **Authors:**

**Dr. Mariachiara Carestia**

**Dr. Andrea Malizia**

**Dr. Pasqualino Gaudio**

**Reviewers: Prof. Carlo Bellecci, Tor Vergata, Prof. Andrea de Guttry, SSSUP; Com. Marco Frezza, VV.F; Lt. Col. Dr. Eng Salvatore Corrao VV.F; Ms. Enrica Pautasso, Dr. Francesca Capone, Dr. Matteo E. Bonfanti, SSSUP.**

**Acknowledgments:** The authors wish to thank all those who contributed this work, the Directive board and the Scientific Committee of the International Master courses in “Protection Against CBRNe events” together with all the national and international entities that support the courses.

Rome,

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## List of abbreviations

<b>Name</b>	<b>Abbreviation</b>
Chemical Biological Radiological Nuclear	<b>CBRN</b>
Host Nation	<b>HN</b>
Host Nation Support	<b>HNS</b>
Host Nation Support Guidelines	<b>HNSG</b>
Civil Protection	<b>CP</b>
Civil Protection Mechanism	<b>CPM</b>
Common Emergency Communication and Information System	<b>CECIS</b>
On-Site Operations Coordination Centre	<b>OSOCC</b>
National Contact Point	<b>NCP</b>
Reception and Departure Centre	<b>RDC</b>
Base of Operation	<b>BoO</b>
Liason Officer	<b>LO</b>
Sending Nation	<b>SN</b>
Transit Nation	<b>TN</b>

## The “CBRN Integrated Response Italy” project

The project is a starter measure as it aims at building and testing an integrated CBRN response capability of first responders and law enforcement agencies in Italy, with a view to transfer the approach to other Member States. This would contribute to develop the capacity of first responders to work with law enforcement agencies in a CBRN (Chemical, Biological, Radiological and Nuclear) incident being it the result of an accidental, natural or intentional action, including acts of terrorism<sup>1</sup>, and to deliver assistance both at national and international level.

At the same time, it is also a complementary measure as it aims to integrate the lessons learnt from the EU CREMEX 2011 CBRN exercise, organized by Estonia, with Italian practice.

Some of the main activities that make up the project have already been completed, and the project is moving forward to its conclusion so that, at this stage, we developed;

- ✓ The Mapping Report<sup>2</sup> - an overview of the normative and Institutional frameworks dealing with response to a CBRN emergency or crisis in 11 EU Member States with a particular focus on the Italian response system;
- ✓ The Comprehensive Evaluation Report<sup>3</sup> – an evaluation report on two Table Top Exercises (TTXs), one held in Italy and the other in Estonia, that simulated and tested specific aspects of a CBRN emergency in a functional way;
- ✓ The Gap Analysis Report<sup>4</sup> - an analysis to identify gaps between the findings and recommendations delivered by the Mapping Report and stemming from the results of the two TTXs. The goal of the Gap Analysis was to provide stakeholders, decision makers, law enforcement agencies, first responders and CBRN experts, with an overview of the main issues that need to be considered to define a sound and comprehensive EU approach to CBRN threats.

The next step is represented by the proposal of integrations to the existing EU Host Nation Support Guidelines<sup>5</sup>, to include critical aspects related to CBRN incident which may decrease the effectiveness of international assistance, if not duly considered.

The final output of the Project will be the proposal of a common training curriculum on CBRN security incidents for both Italian First Responders and Law Enforcement Agencies. The proposal of a common curriculum should promote smoothness and integration of national response capabilities. The training curriculum will be formulated in line with the EU Civil Protection Mechanism Training Programme<sup>6</sup>, to improve integration also at the EU level.

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<sup>1</sup> Communication from the Commission to the European Parliament and the Council on Strengthening Chemical, Biological, Radiological and Nuclear Security in the European Union – an EU CBRN Action Plan - Brussels, 24.6.2009 COM (2009) 273 final

<sup>2</sup> The *Mapping Report* is available at: [http://cbrn.netseven.it/?page\\_id=92](http://cbrn.netseven.it/?page_id=92)

<sup>3</sup> The *Comprehensive Evaluation Report* is available at: [http://cbrn.netseven.it/?page\\_id=92](http://cbrn.netseven.it/?page_id=92)

<sup>4</sup> The *Gap Analysis Report* is available at: <http://cbrn.netseven.it/?p=589>

<sup>5</sup> The EU HNSG, available at: [http://ec.europa.eu/echo/files/about/COMM\\_PDF\\_SWD%2020120169\\_F\\_EN\\_.pdf](http://ec.europa.eu/echo/files/about/COMM_PDF_SWD%2020120169_F_EN_.pdf) .

<sup>6</sup> The European Civil Protection Training Programme (2012)  
[http://ec.europa.eu/echo/files/civil\\_protection/civil/prote/pdfdocs/Training%20brochure.pdf](http://ec.europa.eu/echo/files/civil_protection/civil/prote/pdfdocs/Training%20brochure.pdf)

## Introduction

The EU Host Nation Support Guidelines (EU HNSG)<sup>7</sup> are a non-binding tool aimed at providing guidance and support to for the delivery of effective and efficient international assistance to Participating States affected by major emergencies<sup>8</sup>.

Although non-binding, *“Participating States are encouraged to apply the EU HNSG during EU CP Mechanism operations inside EU and when possible in case of bilateral assistance from an EU or non-EU country”*. Furthermore, *“Non-EU states are encouraged to take the EU HNSG into account when they request and receive international assistance via the EU CP Mechanism”*.<sup>9</sup>

While speaking of “major emergencies”, the EU HNSG does not consider explicitly CBRN incidents, which, by virtue of their origin and relation to hazardous materials, pose a number of issues deserving particular attention.

A CBRN incident can be the result of:

- a natural event (the biggest, and still ongoing outbreak of Ebola<sup>10</sup> in central Africa which, for the very first time, recorded cases of contagion on the EU territory<sup>11</sup>, or the Fukushima radiological accident occurred as a consequence of a Tsunami<sup>12</sup>);
- an anthropic accidental event (like the Seveso accident which led to the “Seveso” Directive<sup>13</sup>);
- an intentional action (like the use of chemical weapons in Syria<sup>14</sup>).

On the one hand, it is possible to consider CBRN incidents like a proper subset of the so-called “major emergencies”; on the other, they can be considered as a specific kind of incidents. As stated in the EU CBRN Action Plan, responding to these incidents requires the involvement of highly trained, equipped and specialized first responders and law enforcement agencies, as well as demands a well-established and integrated response capability.

Indeed, exposure to chemical, biological, radiological and nuclear agents represents an additional risk for first responders and law enforcement agencies from an operational point of view. Whereas a CBRN event is

<sup>7</sup> Adopted by the EU Civil Protection Committee. More info available at: <http://www.ifrc.org/en/what-we-do/idrl/latest-news/disaster-law-newsletter-february-2012/host-nation-support-guidelines-approved-by-eu/>.

<sup>8</sup> State participating in the EU Civil Protection Mechanism. More info available at: <http://ec.europa.eu/echo/en/what/civil-protection/mechanism>.

<sup>9</sup> From the EU HNSG, available at: [http://ec.europa.eu/echo/files/about/COMM\\_PDF\\_SWD%2020120169\\_F\\_EN\\_.pdf](http://ec.europa.eu/echo/files/about/COMM_PDF_SWD%2020120169_F_EN_.pdf).

<sup>10</sup> “Biological Emergency Management: The Case of Ebola 2014 and the Air Transportation Involvement”, Cenciarelli et al., J Microb Biochem Technol 2014, 6:5 <http://dx.doi.org/10.4172/1948-5948.1000152>

<sup>11</sup> From the European Centre for Prevention Diseases Control:

[http://www.ecdc.europa.eu/en/press/news/\\_layouts/forms/News\\_DisForm.aspx?List=8db7286c-fe2d-476c-913318ff4cb1b568&ID=1080](http://www.ecdc.europa.eu/en/press/news/_layouts/forms/News_DisForm.aspx?List=8db7286c-fe2d-476c-913318ff4cb1b568&ID=1080).

<sup>12</sup> IAEA International Fact Finding Expert Mission Of The Fukushima Dai-Ichi Accident Following The Great East Japan Earthquake And Tsunami:

[http://www-pub.iaea.org/MTCD/Meetings/PDFplus/2011/cn200/documentation/cn200\\_Final-Fukushima-Mission\\_Report.pdf](http://www-pub.iaea.org/MTCD/Meetings/PDFplus/2011/cn200/documentation/cn200_Final-Fukushima-Mission_Report.pdf).

<sup>13</sup> Directive 2003/105/EC of the European Parliament and of the Council of 16 December 2003 amending Council Directive 96/82/EC on the control of major-accident hazards involving dangerous substances, in OJ L 345/97, 31.12.2003, available at <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2003:345:0097:0105:EN:PDF>.

<sup>14</sup> Syria and the OPCW, further information available at: <http://www.opcw.org/special-sections/syria/>.

the result of a malevolent action, there are additional issues to be dealt with, the most relevant concern the need to carry out forensic investigation and collect criminal evidence, share confidential information and intelligence, and provide the personnel involved in the response and the population as a whole with higher security standards.

To improve the EU CBRN response capabilities, the present document proposes specific provisions coping with CBRN threats to be integrated in the existing EU HNSG. All the suggestions formulated here, aim at supporting Host Nation and Participating States to overcome additional issues that may arise in case of a CBRN incident. To this end all the aspects that can be crucial in this peculiar case of major emergency have been duly considered, ranging from technical to societal issues, taking into account lessons learnt from the previous activities of this project.

Before moving on to the integrations, it is useful to present some of the observations arisen throughout the project (and that can be gathered by the EU CBRN Action Plan as well) concerning the use of terminology.

First of all, the EU CBRN Action Plan, and all the related documents, report the terms: “chemical, biological, radiological and nuclear substances and materials” and “CBRN materials”, but, from a purely technical point of view, if chemicals could be considered a substance, this is not fully correct for a biological organism or a radiation (which can be considered a form of energy), causing consequences on human health, fauna and flora.

The widely used term “CBRN agents” may be more generic, and, as consequence, more consistent with regard to the intrinsic differences of chemical compounds, biological organisms and molecules, radioactive materials and nuclear reactions causing the emission of radiations. Referring to “CBRN agents”, rather than “CBRN materials” could then be a way to include all the incidents where the hazard is represented by the consequence of the presence of those different “actors”, independently from their biological, chemical or physical characteristics.

The second aspect is related to explosives. Explosives can be used as a means by which CBRN agents are disseminated, thus, it would be useful to consider this topic together with CBRN issues (in accordance with the EU CBRN Action Plan). Current trends in this field report the use of the “CBRNe” acronym, where the small letter “e” includes the explosive factor related to CBRN incidents, thus, the introduction of this acronym may be useful to provide, at a glance, an overview of all the issues related to CBRN incidents.

These intriguing issues will surely need further discussions, and so, for the purposes of this work, we chose to refer to the same acronym and definitions provided by EU reference documents (*i.e.* “CBRN” and “CBRN materials”), or to the generic term “hazardous materials”, as already reported in some parts of the EU HNSG. Nevertheless, all the integrations proposed here, will not be affected by changing the acronyms in a future step.



# 1. The EU Host Nation Support Guidelines

## 2. Aim of the document

The EU HNSG are drawn upon experience and lessons learnt by Participating States during emergencies, exercises and trainings and incorporate the existing relevant international documents<sup>15</sup>. The aim of the EU HNSG is to remove, as much as possible, any foreseeable obstacle to the receiving, and the delivery, of international assistance so as to ensure that disaster response operations proceed smoothly.

This process encompasses all the actions undertaken by Participating States and by the Commission in the way of:

- preparedness;*
- disaster response management;*
- facilitate international assistance transiting through their territory by land, sea or air.*

All these aspects can be affected by specific issues when dealing with a CBRN incident. CBRN modules, for instance, have specific requirements as far as the transport of hazardous materials is concerned. Furthermore, in case of CBRN incidents, another issue is that of recovery after disaster, which includes getting rid of any hazardous material that could have been produced during relief operations.

International assistance also includes the possibility for Participating States, to *receive and require intervention support from competent services (specialized personnel, equipment...) provided by non-governmental organisations and other relevant entities*<sup>16</sup>. Some of these aspects can be affected by further difficulties when facing a CBRN incident. For instance, managing assistance from NGOs may be even more challenging if personnel can be exposed to non-conventional risks like those deriving from CBRN agents.

The document providing for HNSG is structured in nine sections:

1. Introduction
2. Basic principles
3. Scope
4. Applicability
5. Relations to existing international framework
6. Media and communication
7. Relation with third parties
8. Safety and security
9. Methodology
  - 9.1 Emergency planning
  - 9.2 Emergency management and co-ordination on site
  - 9.3 Logistics/transport
  - 9.4 Legal and financial issues

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<sup>15</sup> See ANNEX 11 of the EU HNSG for the complete list of documents.

<sup>16</sup> Referring to Article 4.4 of the Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism - Council Decision 2007/779/EC, Euratom.

The EU HNSG includes eleven annexes that provide guidance, templates and relevant information:

- Annex 1:** EU HNS Checklist
- Annex 2:** Request for international assistance (modules, teams)
- Annex 3:** Template - Offer of international assistance (modules, teams)
- Annex 4:** Template - Request for international assistance (in-kind assistance)
- Annex 5:** Template - Offer for international assistance (in-kind assistance)
- Annex 6:** Template - Request for transit assistance through the territory
- Annex 7:** Terms of reference for host nation support (HNS) cell
- Annex 8:** Country Briefing
- Annex 9:** Glossary of terms
- Annex 10:** Relief items checklist
- Annex 11:** Documents relevant for the EU HNS Guidelines

Integrations have been proposed in different parts of the document including the relevant annexes. The EU HNSG are freely available on the web<sup>17</sup>, and thus, citations of the document are limited to the sections and paragraphs that were target of the proposed integrations. All the parts in *italics* are citations from the existing guidelines; other unmodified, omitted parts of the original document are in square brackets [...]; integrations are in **bold italics**.

According to the structure of the original document of the EU HNSG, only the paragraphs where integrations have been proposed were reported in the following section. At the end of each integration a brief rationale of the proposal is given in the paragraph “Rationale”.

### 3. Proposed integrations

#### 2. BASIC PRINCIPLES

*These EU Host Nation Support Guidelines (EU HNSG) aim at assisting the affected Participating States to receive international assistance in the most effective and efficient manner. The level of HNS may vary according to the severity of the situation and will be subject to a prior agreement between the requesting and offering Participating States. These guidelines are of a non-binding nature which aim to provide guidance and support.*

*Compliance with the self-sufficiency requirements for the CP modules as defined by Commission Decision 2010/481/EU, EURATOM<sup>18</sup> will be respected by the offering Participating States in order to avoid any burdensome requirements for the affected Participating State unless agreed between the requesting and offering Participating States otherwise.*

<sup>17</sup> EU HNSG available at: [http://ec.europa.eu/echo/files/about/COMM\\_PDF\\_SWD%2020120169\\_F\\_EN\\_.pdf](http://ec.europa.eu/echo/files/about/COMM_PDF_SWD%2020120169_F_EN_.pdf)

<sup>18</sup> Commission Decision of 29 July 2010 amending Decision 2004/277/EC, Euratom as regards rules for the implementation of Council Decision 2007/779/EC, Euratom establishing a Community civil protection mechanism

*The EU HNSG are based on experience and lessons learnt by Participating States during emergencies, exercises and trainings and incorporate the existing relevant international documents.*

***The term “major emergency” refers to a number of different scenarios, including incidents where chemical, biological, radiological and nuclear substances and materials are released. CBRN incidents are likely to pose additional and specific challenges when the affected Participating State requires international assistance; such challenges are addressed in the present document.***

*It also includes procedures for mutual information exchange between requesting, transit and assisting Participating States and the Monitoring and Information Centre (MIC).*

*In order to simplify the process of the HNS, the EU HNSG provide a number of annexes (HNS checklist, templates, glossary of terms, etc.).*

## Rationale

This integration allows to place due attention to the specific challenges posed by CBRN incidents as opposed to generic “major emergencies”.

## 6. MEDIA AND COMMUNICATION

*Media relations and other public communication issues do not feature in these guidelines as such issues are usually the responsibility of the host nation<sup>19</sup> (HN). However, the Participating States - as a part of their respective national strategy on HNS – are invited to consider developing a plan on how to deal with all media during emergencies where international assistance is requested. **The plan should also address communication issues in the particular case of CBRN incidents.** Acknowledging the fact that media handling under such circumstances might require a coordinated approach from the affected country, the issue will not be further elaborated on, nor addressed by these guidelines.*

## Rationale

Media and communication are critical issues, especially when considering a CBRN incident. Communication is extremely relevant not only for first responders, law enforcement agencies and the whole command and control chain, but also to inform, train and manage the population to help mitigate the consequences of a major emergency, and even more, of a CBRN incident.

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<sup>19</sup> Participating State which by agreement either 1) receives international intervention modules/teams deployed by other Participating States or other nations to cope with consequences of a disaster or 2) receives in-kind assistance and/or other equipment/material to cope with consequences of a disaster.

For instance, the presence of incoming teams wearing CBRN equipment, the disclosure or information about people affected by severe symptoms, and the CBRN scenario itself will certainly spread panic among the population if a proper and *ad hoc* communication strategy is not established.

Furthermore, old and new communication media like television, internet and social media, can be a powerful tool to help delivering and receiving useful information to the population (giving instructions on the correct behavior and procedures to reduce the risks of exposure to CBRN materials, get information about people in need to address rescue teams and so on...), but managing those media can be extremely challenging.

Experiences and lessons learned also through the TTX performed in the framework of the project, suggest that the ability to turn media and communication in favor of emergency management is paramount. The EU HNSG do not include guidelines for media relations and other public communication issues, which, indeed, are considered responsibility of the HN. Nevertheless, the EU HNSG do encourage Participating States to consider developing a plan on how to deal with all media during emergencies where international assistance is required, as part of the national strategy on HNS. Including CBRN incidents in this framework could help implementing Action H.48 of the EU CBRN Action Plan.

## 7. RELATION WITH THIRD PARTIES

*Relations with third parties - NGOs, volunteers, etc. will not feature in these guidelines as such relations are normally the responsibility of the HN. However, referring to Article 4, paragraph 4 of Council Decision 2007/779/EC, Euratom5 , the Participating States - as a part of their respective national strategy on HNS - are invited to consider developing a plan on how to deal with all third parties during emergencies, **including those where there is a potential or actual risk of exposure to hazardous materials**, should such parties offer assistance.*

## Rationale

Peculiar aspects of a CBRN incident can pose several issues which need to be fully addressed when dealing with third parties. For this reason, any plan developed by the HN should also consider the aspects relevant when operating in a CBRN scenario.

## 8. SAFETY & SECURITY

*The HN should be responsible for, and take appropriate measures, to address the safety and security of personnel of the incoming teams and modules and of the locations, facilities, means of transport, equipment and goods used in connection with the international assistance provided.*

*The safety measures shall be taken by deployed teams and modules in cooperation with the HN. For operating equipment of the modules/teams, the main responsibility lies with the modules/teams themselves. **If incoming assistance is requested as a result of an incident involving hazardous materials the HN should adopt regulations in line with the international***

***standards as well as promptly implement all the additional measures needed to ensure the safety and security of the incoming teams' personnel.***

## **Rationale**

Safety and Security are key aspects of major emergencies, and this is even more essential in case of CBRN incidents. At this regard, there are several safety and security issues which can compromise the efficiency and smoothness of international assistance.

Safety related issues such as exposure limits to CBRN materials of population and the personnel involved in the response can vary according to the regulations of each country, and need to be fully addressed so that they do not represent an obstacle to international assistance.

Security issues are closely linked to CBRN incidents. For instance, the availability of information related to stockpiling sites of industrial chemical, biological, radiological or nuclear materials can be essential to incoming teams. At this regard, it is essential that the HN address all the security issues which may affect the efficiency of international assistance.

The relevant safety and security measures envisaged are addressed in the technical annexes of this document.

## **9. METHODOLOGY**

### **9.1 Emergency planning**

*Advanced planning with a focus on incoming assistance arrangements is a vital aspect of effective European emergency response cooperation. To ensure proper HNS in case of a major disaster, Participating States should consider setting up/integrating national arrangements to allow for international emergency support within their territory. To do so, it is helpful to have in advance an analysis of national risks, and possible capacity gaps of national resources. This analysis will help to define the moment when a country may activate the EU CP Mechanism and to formulate a precise and timely request for assistance.*

*All emergency management actors should be identified and made aware of their responsibility in the different phases in the process of HNS. All levels of emergency management authorities/actors should be aware of the EU CP Mechanism and of international guidelines and standards.*

***Civilian-military cooperation can represent a tool to complement existing civil relief mechanisms<sup>20</sup>, as it is for many Member States.***

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<sup>20</sup> OCHA – Oslo Guidelines – Revision 1.1 2007, available at:  
[https://docs.unocha.org/sites/dms/Documents/Oslo%20Guidelines%20ENGLISH%20\(November%202007\).pdf](https://docs.unocha.org/sites/dms/Documents/Oslo%20Guidelines%20ENGLISH%20(November%202007).pdf)

***The HN should consider developing policies, plans or guidelines on the deployment and/or employment in its territory of SN's military assets that are offered in assistance.***

***If civilian-military cooperation occurs between the HN military assets and SN civil actors, relevant information concerning the HN military assets' mandates and operational procedures should be provided during the Country Briefing (Annex 8).***

***If the SN offer of assistance includes military assets, mandates and operational procedures should be provided to the HN (Annex 3).***

*During the emergency planning phase the Participating States should, inter alia, focus on*

- the preparation of country briefings/factsheets for incoming teams;*
- the identification and training of liaison officers (LO) (preferably EU CP trained experts) to join the incoming team;*
- the set-up and training of HNS team/cell.*

*The HN and incoming teams and modules should take all necessary measures to ensure the interoperability of the assistance.*

## **Rationale**

Civilian-Military cooperation is likely to be required in case of CBRN incidents, especially if the magnitude of the incident is such to overwhelm civilian means and capabilities to respond to CBRN events. This may include CBRN high capacity decontamination capabilities<sup>21</sup>, transport of contaminated injuries, vaccines and antidotes, but also sampling and identification skills and so on. As reported in the Country Profiles provided by the Vademecum for Civil Protection<sup>22</sup>, civil-military cooperation is generally envisaged for all the Member States when a major event cannot be managed by civilian organisation alone. Each Member State has different regulations for civil-military cooperation, therefore when formulating a request for foreign military assistance, the HN should address all the issues related to the terms and conditions of deployment.

### **9.2 Emergency management and co-ordination on site**

*Participating States should use the existing EU and other international coordination systems as much as possible.*

*The HN should make arrangements at all levels of its existing emergency command, control and coordination structure to facilitate the coordination of international assistance. At the same time, incoming teams should be aware of the HN command, control and coordination structure and should report to the on-site commander at least on a daily basis.*

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<sup>21</sup> For the list of CBRN capabilities envisaged by modules 12 and 13 of the EU Civil Protection Mechanism refer to the: COMMISSION DECISION of 20 December 2007 amending Decision 2004/277/EC, Euratom as regards rules for the implementation of Council Decision 2007/779/EC, Euratom establishing a Community civil protection mechanism

<sup>22</sup> Country Profiles available at: [http://ec.europa.eu/echo/files/civil\\_protection/vademecum/menu/2.html](http://ec.europa.eu/echo/files/civil_protection/vademecum/menu/2.html)



*The HN should use CECIS (Common Emergency Communication and Information System) as the primary tool and Virtual OSOCC (On-Site Operations Coordination Centre) when applicable to provide regular updates at the headquarter level regarding casualties and damage, entry points and procedures, specific requests for assistance and to inform all international participants of any special cultural, religious or traditional habits of the affected country, weather, safety and security issues.*

*The HN should establish entry points, Reception and Departure Centre (RDC), a base of operations (BoO), a HNS team and should provide incoming teams with information in the form of a prepared Country briefing (Annex 8). **Confidentiality of information should not represent an obstacle nor a further risk for incoming teams. Provisions should be implemented by the HN to address this issue properly before requesting assistance to PS and relevant and potentially relevant information should be duly included in the Country Briefing (Annex 8).***

*The HN should also consider requesting support from an EU CP Team. The HN when setting up its emergency coordination structures should use the existing EU and other international concepts (such as the OSOCC concept).*

## Rationale

Confidentiality of information may be an issue in case of CBRN incidents, especially if their origin is voluntary, or if critical infrastructures are involved. This cannot be underestimated if safety and security of incoming teams is jeopardized.

### 9.3 Logistic/transport

*The respective National contact points (NCP) of the Participating States should use the existing EU CP procedures for requesting and offering support. To streamline this process they should use the templates provided for by these guidelines to request the international assistance (Annex 2 and 4) and the corresponding answer forms for offering assistance (Annex 3 and 5). The Participating States should ensure that use of these templates is incorporated into national contingency planning, courses, trainings and exercises.*

*All Participating States should pre-identify points of entry for incoming teams. Entry points can be any type of border crossing (at roads, rivers, railroads, airports and seaports). The Participating States should develop a “catalogue” of these pre-identified entry points, including their capacities.*

*The HN should make all necessary arrangements to receive the incoming teams and modules at the point of entry (provision of LO, instructions, etc.). As a best practice, it is recommended for the LO to join the incoming team as early as possible.*

*Transit countries should facilitate quick transit of the teams, modules and in-kind assistance through its territory by removing all potential “obstacles” (e.g. by provision of escorts, route planning, waiving restrictions/regulations **also concerning transport of hazardous materials** (e.g. needed for decontamination purposes) and by providing a single point of contact. The sending nation (SN) is responsible for negotiating these arrangements with the transit nation (TN). A number of transport related national restrictions and regulations can be found in “transport questionnaires” available in CECIS.*

*In case of insufficient transport capacities to dispatch the assistance, SN can request transport support in accordance with Commission Decision 2007/606/EC, Euratom.*

*Also, the HN should be responsible for the route planning and the provision of necessary transport arrangements (transport means, escorts, maps, material handling equipment, fuel, food, etc.) for the incoming teams starting from the point of entry and lasting for the entire operation.*

*The HN should provide logistic support for the incoming teams and the general maintenance of their equipment. The SN are responsible for the specialised maintenance of their equipment, including bringing specialized spare parts for their equipment to ensure self sufficiency for the whole mission.*

***In case of CBRN incidents particular attention should be devoted to the organization and management of the hand over procedures that involve hazardous materials and wastes used and produced by incoming modules and teams.***

***Hazardous waste management should not have a negative impact on the environment or human health. Thus, MS are encouraged to develop emergency waste management plans to smoothen relief and hand over operations, taking into account the existing EU framework dealing with hazardous wastes.<sup>23</sup> Consistently with the EU framework and the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal, HNs shall take the appropriate measures to ensure that the transboundary movement of hazardous wastes is allowed only if the HN does not have the technical capacity and the necessary facilities in order to dispose of the wastes in question in an environmentally sound and efficient manner.***

***Any relevant information concerning hazardous waste management should be provided by the HN during the Country Briefing (Annex 8), while PS should declare the possibility that hazardous wastes are produced during relief operations, by adding such information when offering international assistance (Annex 3).***

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<sup>23</sup> Concerning hazardous waste, Member States should refer to the Community framework especially: Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2008 on waste and repealing certain Directives; Directive 2011/70/EURATOM of 19 July 2011 establishing a Community framework for the responsible and safe management of spent fuel and radioactive waste; REGULATION (EC) No 1774/2002 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 3 October 2002 laying down health rules concerning animal by-products not intended for human consumption.



*The SN should ensure the adequacy and sufficient quality of the offered assistance, in particular food, medicine and its proper packing, respecting international standards. The HN should communicate all specific requirements connected to the delivery of incoming in-kind assistance (labelling, packaging etc.).*

*The HN should be responsible for the take-over, storage and distribution of in-kind assistance received.*

*[...]*

## Rationale

In case of CBRN incidents, the presence of hazardous materials is not limited to the incident itself, but is also related to CBRN equipment and materials. For this reason, on the one hand, this can affect transit of CBRN modules through transit nations, on the other, this could affect hand over operations if the host nation is not able to fully take charge of sources of hazardous materials (including CBRN equipment) and wastes left by SN teams.

### 9.4 Legal and financial issues

#### 9.4.2 LEGAL ASPECTS

*Numerous Participating States have either ad hoc and/or bilateral solutions with neighbouring countries in place. Nevertheless, it is crucial for a smooth delivery of international assistance that the Participating States have solid and systematic solutions ready to identify relevant legal issues that may constitute obstacles to the overall objective of facilitating the provision of international assistance and, if appropriate, modify their legislation.*

*Participating States should consider the granting of legal exemptions, in particular the HN and the TN should:*

- exempt goods and equipment requested from all custom duties, taxes, tariffs, or any governmental fees, and exempt them from all export transit and import restrictions,*
- simplify and minimise documentation requirements for export, transit, and import,*
- permit the re-exportation of goods and equipment used, in the event that the SN wishes to retain what it originally owned,*
- waive or reduce inspection requirements (where this is difficult use pre-clearance processes where possible to clear relief goods and equipment more rapidly),*
- arrange for inspection and release outside of business hours and/or at a place outside the customs office to avoid unnecessary delay.*

*The HN should be prepared to ensure that assisting countries and relevant international organisations are provided with temporary authorisation to legally operate on their territory so as to enjoy the rights, inter alia to open bank accounts, enter into contracts and leases, acquire and dispose of property and instigate legal proceedings, for the purpose of providing assistance.*

*Personnel sent to assist Participating State after the disaster may possess specific skills and qualifications that are regulated in the affected state. Regulated professions usually include doctors, nurses, paramedics, engineers, **CBRN personnel** and others. The HN should, whenever possible, recognize the relevant professional qualifications of relief personnel for the time necessary to carry out the disaster relief assistance.*

*The HN should, when necessary and possible, exempt relief personnel from visa regulations and immigration inspection. Whether these aspects cannot be waived, the HN should expedite all the necessary formalities at the proper point of entry.*

## Rationale

Teams with specific skills and capabilities can be necessary in case of CBRN incidents. Where CBRN personnel is requested, the HN and the SN should agree on the terms and conditions of deployment of CBRN personnel evaluating relevant issues like, for instance, limits of exposure to CBRN agents.

### 9.4.3 LIABILITY

*In questions of liability during relief operations, one would first and foremost seek to find amicable settlements between the HN and SN.*

*Rules for compensation of damage caused by assisting modules/teams to property or service staff of requesting state are provided for by Article 36, paragraph 1 of Commission Decision 2004/277<sup>24</sup>*

*For damage suffered by third parties, paragraph 2 of the same Article invites the requesting State and State providing assistance to cooperate to facilitate compensation for such damage.*

*In order to streamline and expedite this process of cooperation and to avoid any potential for later misunderstanding, the HN and SN should agree on the principles for compensating the potential damage suffered by third parties as early as possible, ideally already during the process of requesting, offering and accepting the international assistance. Both, the HN and SN should declare its willingness or non-willingness to cover damage suffered by third parties. For*

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<sup>24</sup>Commission Decision of 29 December 2003 laying down rules for the implementation of Council Decision 2001/792/EC, Euratom establishing a Community mechanism to facilitate reinforced cooperation in civil protection assistance interventions

*this the HN and SN should use the templates for requesting and offering international assistance (Annex 2 and 4). In case of CBRN incidents the HN and SN should agree on the principles for compensating the TN during the transportation of hazardous materials.*

## Rationale

This integration address the compensation of damage caused by incidents involving CBRN modules transporting hazardous materials, during transit across a Transit Nation.

## 4. Proposed integrations - Annexes

This section proposes integrations to the Annexes of the EU HNSG in order to help HN and PS in bridging potential gaps of HNS in case of CBRN incident.

As for the first part of this document, citations of the original document are reported in *italics*, other unmodified; omitted parts of the original document are in square brackets [...]; integrations are in **bold italics**.

Annex 1

EU HNS CHECKLIST

Issue		Host Nation	Sending Nation	Transit Nation	European Commission
1.	Templates for requesting and offering of international assistance.	<ul style="list-style-type: none"> <li>Clarify procedures at national level regarding availability of sending routines from national focal point to EU MIC and update/maintenance of forms.</li> <li>Consider making fixed requesting procedures for types of incident (e.g.: flooding, earthquake), <b>including CBRN incidents</b>.</li> <li>Include use of Templates for requesting/offering of international assistance into national contingency planning, courses, trainings and exercises.</li> </ul>	<ul style="list-style-type: none"> <li>Clarify procedures at national authority level regarding offering of support (how and who to answer a request for assistance).</li> <li>Consider making fixed responding procedures for any types of emergency (e.g.: flooding, earthquake), <b>including CBRN incidents</b>.</li> </ul>	<ul style="list-style-type: none"> <li>Sort out if there is a need for a standardised form designed for the role of TN in EU HNS operations (border crossings, customs, liaison officer, single contact point, etc.).</li> </ul>	<ul style="list-style-type: none"> <li>Together with the PS update the Templates for requesting and offering of international assistance which are annexed to the EU HNSG available in CECIS and incorporate them in the CP Mechanism courses, trainings and exercises</li> </ul>
2.	Prepare arrangements for	<ul style="list-style-type: none"> <li>In-country transport;</li> <li>Accommodation (food, shelter and sanitary);</li> <li>Medical support;</li> <li>Communication (terms, systems, limitations, frequencies etc.);</li> <li>Fuel supply;</li> <li>Waive national transport regulations;</li> <li>Waive tariffs/taxes, tolls and other fees;</li> <li>Interoperability of technical equipment.</li> <li><b>Hazardous waste management</b></li> </ul>	<ul style="list-style-type: none"> <li>Vaccinations</li> <li>Insurances</li> <li>Self-sufficiency aspects</li> <li>Interoperability of technical equipment</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate transport (clearance/notification to other national stakeholders).</li> <li>Provide police or other relevant authority escorts.</li> <li>Provision of accommodation, medical support and fuel supply, if necessary.</li> <li>Check whether possible to waive national transport regulations, <b>including those for hazardous material transportation</b>, tariffs/taxes, tolls and other fees.</li> </ul>	
[...]	[...]	[...]	[...]	[...]	[...]
4.	Basic information	<ul style="list-style-type: none"> <li>Prepare country profile - national disaster response structure</li> </ul>	<ul style="list-style-type: none"> <li>Prepare fact sheets on modules and/or teams.</li> </ul>		

		(including emergency command control), operational conditions, <b>potential or actual CBRN risks for incoming teams, information concerning the normative framework regulating the exposure limits to CBRN materials</b> , environmental/climate issues, cultural and political profiles, etc;			
[...]	[...]	[...]	[...]	[...]	[...]
6.	Request	<ul style="list-style-type: none"> <li>• [...]</li> <li>• Use the Country profile form, inform all international participants of any special cultural, religious or traditional habits of the affected country, weather, safety and security issues, etc.</li> <li>• If appropriate use/activate the Virtual OSOCC or other information systems to:</li> <li>• provide continuous updates regarding casualties and damage, <b>potential or actual CBRN incidents</b>, entry points and procedures, specific requests for assistance;</li> <li>• Set up an appropriate emergency co-ordination structures;</li> <li>• [...]</li> </ul>	[...]	<ul style="list-style-type: none"> <li>• [...]</li> <li>• Inform road authorities/police about the status of the incoming assistance goods, equipment and personnel (i.e. waiver of taxation road tax, <b>including those for hazardous material transportation</b>, toll; provision of escort, security, clearing of the roads, safety driving conditions)</li> <li>• [...]</li> </ul>	
7.	Entry	<ul style="list-style-type: none"> <li>• [...]</li> <li>• Inform road authorities/police about the status of the incoming assistance goods, equipment and personnel (i.e. waiver of taxation road tax, <b>including those for hazardous material transportation</b>, toll; provision of escort, security, clearing of the roads, safety driving conditions)</li> </ul>	[...]	<ul style="list-style-type: none"> <li>• [...]</li> </ul>	

		<ul style="list-style-type: none"> <li>• [...]</li> </ul>			
		<ul style="list-style-type: none"> <li>•</li> </ul>			
8.	Exit	<ul style="list-style-type: none"> <li>• Clarify customs-status of existing disaster relief goods, equipment, medical products, animals (i.e. search dogs), hazardous materials, and their means of transport.</li> <li>• Ensure effectiveness of hand over operations for equipment and hazardous materials (after the equipment has been correctly decontaminated and handling instructions have been provided) and hazardous wastes, in case of intervention of CBRN modules and teams.</li> <li>• Inform road authorities/police about the status of the existing assistance goods, equipment and personnel (i.e. road tax, toll; provision of escort, security, clearing of the roads, safety driving conditions).</li> <li>• Coordinate relevant Ministries and services involved in the departure procedures (Transport, Health- and Police- Services).</li> </ul>	<ul style="list-style-type: none"> <li>• Together with the HN and TN arrange transportation back.</li> <li>• Ensure effectiveness of handover operations for equipment and hazardous materials (after the equipment has been correctly decontaminated and handling instructions have been provided) in case of intervention of CBRN modules and teams.</li> </ul>	[...]	[...]
[...]	[...]	[...]	[...]	[...]	[...]

Annex 2

Reference No.:

Date:

TEMPLATE  
REQUEST FOR INTERNATIONAL ASSISTANCE  
(MODULES, TEAMS)

1. HN requesting authority and contact details:

2. General description of requested assistance:

**3. Possible/actual presence of chemical, biological, radiological and nuclear materials**

4. Type of requested assistance (please specify as far as possible):

5. Estimated duration of the deployment

6. Location of entry points (GPS coordinates):

Land transport:

Air transport:

Maritime transport:

7. Name, location and GPS coordinates of base of operation (BoO) (if already available):

8. Availability of host nation support

Commodity / service	YES		NO
	Free of charge		
	YES	NO	
[...]			
Medical support			
<b>CBRN detection – identification capabilities</b>			
<b>CBRN Personal Protective Equipment</b>			
<b>CBRN Collective Protective Equipment</b>			
<b>CBRN decontamination capabilities</b>			
[...]			



*Additional remarks*

*9. The HN will:*

	YES	NO
[...]		
Accept regulated professions: doctors/nurses/paramedics/engineers/ <b>CBRN personnel</b> /others (quote).		
Exempt equipment/goods of the modules/teams, from all customs duties, taxes, tariffs, fees, and from all export and import restrictions.		
[...]		

*10. Liability.*

[...]

Annex 3

Reference No.:

Date:

TEMPLATE  
OFFER OF INTERNATIONAL ASSISTANCE  
(MODULES, TEAMS)

1. SN requesting authority and contact details:
2. General description of offered assistance (**If military assets are included, please specify relevant information concerning their mandate and operational procedures**):
3. Type of offered assistance (please specify as far as possible):
4. Availability of the offered assistance: from to
5. Selected entry points:
  - Land transport:
  - Air transport:
  - Maritime transport:
6. Self-sufficiency of the offered assistance:

	Number of days
[...]	
Medical support	
<b>CBRN Detection-Identification equipment</b>	
<b>CBRN personal protective equipment</b>	
<b>CBRN collective protective equipment</b>	
<b>CBRN decontamination capabilities</b>	
[...]	

7. The SN accepts the conditions for compensation of damage suffered by third parties caused by offered modules/teams as proposed by HN in the Standard application form for requesting international assistance ref. No.:.....

Additional remarks (specify to what extent and/or to what amount you are able to cover possible cost):

8. Referring to paragraph 1 and 2 of the Article 35 of the Commission Decision 2004/27716, the SN offers its assistance free of charge.

If no, state in detail what cost is to be reimbursed:

**9. Specify if hazardous wastes can be produced during relief operations.**

10. Additional requirements:

Annex 4

Reference No.:

Date:

TEMPLATE  
REQUEST FOR INTERNATIONAL ASSISTANCE  
(IN-KIND ASSISTANCE)

1. Host nation (HN) requesting authority and contact details:
2. General description of requested assistance:
3. Type and number/ amount of requested assistance:
  - 3.1. Technical parameters of the requested assistance, e.g.: voltage, frequency, (pumping) capacity, couplings, plugging, **CBRN equipment for detection, identification, decontamination, personal and collective protection** etc.: specify as much as possible – if applicable.
  - 3.2. Other specific requirements, e.g.: labelling, packing, expiry dates, language of manuals, etc.:
4. If not donated, what is the estimated duration of the use/ need?
5. Name and location of delivery points - if already identified:
  - Land transport:
  - Air transport:
  - Maritime transport
6. In-country warehousing provided by the HN: yes / no
7. Distribution provided by the HN: yes / no
8. Consignee contact details:
9. The HN will exempt the in-kind assistance/goods from all customs duties, taxes, tariffs, fees, and from all export and import restrictions:  
yes / no / under special conditions (quote)

Annex 5

Reference No.:

Date:

TEMPLATE  
OFFER OF INTERNATIONAL ASSISTANCE  
(IN-KIND ASSISTANCE)

1. Sending nation (SN) offering authority and contact details:

2. General description of offered assistance:

3. Type and number/ amount of offered assistance:

3.1. Technical parameters of the offered assistance, e.g.: voltage, frequency, (pumping) capacity, couplings, plugging, **CBRN equipment for detection, identification, decontamination, personal and collective protection** etc., specify as much as possible:

3.2. Other specific information, e.g.: labelling, packing, expiry dates, language of manuals, etc., specify as much as possible:

3.3. Dimension, weight, volume, etc. of the offered assistance:

4. Donation: yes / no

5. Means of transport:

Land transport:

Air transport:

Maritime transport

6. Name and location of delivery points:

7. Further logistic requirements (warehousing, transport, etc):

8. Referring to paragraph 1 and 2 of the Article 35 of the Commission Decision 2004/277, the SN offers its assistance free of charge.

If no, state in details what cost is to be reimbursed:

9. Additional requirements:

## Annex 7

### TERMS OF REFERENCE FOR HOST NATION SUPPORT (HNS) CELL

#### *HNS Cell Tasks*

*HNS cell represents the direct link between the Local Emergency Management Agency (LEMA) and the international teams for the duration of their mission in the country and is designed to:*

- *ensure the better use of the capabilities of the teams from their arrival*
- *integrate teams' operations with the ongoing response effort;*
- *support the teams in all logistic needs including fuel, transport, **management of hazardous materials and hazardous wastes**, food and accommodation;*
- *assist the teams in all contacts/relations with population and/or administrations;*
- *facilitate the liaison between the teams and local/national operational centres.*

*HNS cell has to be considered apart from the local incident commander and it is not responsible for:*

- *operational coordination of the team;*
- *technical advise during the rescue/relief operations.*

#### *HNS Cell Organisation:*

*The HN cell should be established by the LEMA as part of the overall Host Nation Support concept.*

*All personnel involved in the HNS cell are officers of the LEMA, they should be EU CP Mechanism trained, and should have appropriate language skills, with good skill in negotiation and coordination management, possibly with previous experience within international operations context.*

*The HNS cell is organised in three main areas of activities:*

1. *Registration (HNS R) at the entry point or RDC established by the affected country;*
2. *Assistance (HNS A) for teams during the course of activities performed in the affected country;*
3. *Coordination of HNS (HNS C) at LEMA collecting and disseminating information coming from the international teams.*

#### *1. Registration*

*At entering into the country, the team will be welcomed by HNS R at entry point or RDC (in any case in a safe area away from the emergency) in order to receive a general briefing and to arrange its transfer to the BoO assigned.*

HNS R will provide:

- General information on the event, **including potential risks of incidents involving hazardous material**, and on the national command and control structure
- Information on the HNS structure

HNS R will facilitate:

- The filling of all relevant documentation about the team.
- Delivery of demobilisation forms to be returned after completion to the HNS Cell upon arrival at BoO.
- Delivery of mission summary report to be returned after its completion to the HNS Cell at the BoO
- Escorting to the BoO

## 2. Assistance

As the team arrives at BoO the assigned NHS A will provide a series of vital information:

- general briefing on the situation at local (provincial) level **including potential risks of incidents involving hazardous materials;**
- command and control structure;
- role of HNS cell;
- communication system;
- maps (BoO and work sites), **and risk maps (risk maps for industrial sites handling hazardous materials may already be available according to the Seveso Directive<sup>25</sup>), in case of potential or actual incidents involving hazardous materials;**
- information regarding the area and the population;
- security aspects;
- media (possible procedures for interacting with the media, **if available, providing the specific plans developed by the HN;**
- safety and security plan for the team (agreement on possible plans) **and relevant information on the national regulations and standards concerning exposure of both rescuers and other first responder, and the populations to CBRN materials;**

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<sup>25</sup> Directive 2003/105/EC of the European Parliament and of the Council of 16 December 2003 amending Council Directive 96/82/EC on the control of major-accident hazards involving dangerous substances, in OJ L 345/97,

- coordination of activities and management of BoO;
- general Notices (ordinances/decrees established by the Mayors or other Authorities);
- request of team needs;
- request by NHS for daily briefing and daily SitRep.

*During all operations phase HNS A will ensure to the team:*

- *logistic support;*
- *communication between local incident commander and LEMA;*
- *facilitate relations with all civil protections actors involved;*
- *support team leader/deputy team leader/liason officer during coordination meetings;*
- *liaise any request coming from mayor or other local authorities;*
- *updates LEMA regarding the activities carried out by the team.*

*At the end of operations HNS A will support the team in order to*

- *facilitate hand over procedure*
- ***Adopt and implement specific measures when the hand over procedures concern the management of hazardous materials, CBRN equipment and hazardous wastes;***
- *assist the demobilisation operation;*
- *provide necessary logistic support (e.g.: transportation ) ;*
- *facilitate customs procedures if requested;*
- *finalise the mission report.*

### 3. Coordination

*During the whole emergency HNS C at LEMA will ensure a daily contact with all teams operating in the area through the HNS A.*



## Annex 8

### COUNTRY BRIEFING

*Name of the country*

*Updated emergency situation*

- *Brief description of the situation: What are the problems? International teams already in the country. Preferably in the form of a situation **and risk** map;*
- *Safety and security (Specific hazards, **and related documents and factsheets with exposure limits to chemical, biological, radiological and nuclear materials for population and exposed personnel**;*
- *Information on specific methods/terminology on how to operate special capabilities in the country.*

*National disaster response structure*

- *Brief description of the structure of disaster response. From national, regional down to local emergency command and control structure;*
- ***If national military assets are currently, or likely to be deployed, provide relevant information concerning their mandate and operational procedures***
- *Communication;*
- *Coordination system of international assistance.*

*Other specific information*

- *Other relevant specific information, for instance if there are any sensitive issues (political, religious, cultural, financial, etc.);*
- ***Information concerning potential or actual CBRN risks during relief operations in the affected nation (including information on production and stockpiling sites of industrial chemical, biological, radiological or nuclear materials) including confidential information if this will reduce the risk for incoming teams ;***
- ***Relevant information on mutual responsibilities and operation concerning forensic issues in case of CBRN incidents.***
- ***Relevant information concerning hazardous waste management***
- *Relevant Web resources.*

## Annex 9

### GLOSSARY OF TERMS

*Base of Operations [...]*

***CBRN incident – in line with the all hazard approach of the EU CBRN Action Plan, a CBRN incident has accidental, natural or intentional origin including acts of terrorism, causing the dispersion of chemical, biological, radiological or nuclear materials even through the use of explosives.<sup>26</sup>***

*Civil protection (CP) module [...]*

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<sup>26</sup> Communication from the Commission to the European Parliament and the Council on Strengthening Chemical, Biological, Radiological and Nuclear Security in the European Union – an EU CBRN Action Plan - Brussels, 24.6.2009 COM(2009) 273 final

## Conclusions

In line with the EU CBRN Action Plan, these integrations represent a tool to boost the EU resilience capabilities in case of major emergencies, including CBRN incidents. The introduction of specific guidelines related to CBRN incidents can further improve this capability by pushing the need to consider wider scenarios of large-scale disasters with an all-hazard approach.

Integrations have been proposed with a comprehensive approach, in order to avoid any chance of arbitrary exclusion of CBRN incident related issues. Nevertheless, it is widely recognized that many aspects that were stressed through this document and this project still need to be fully addressed.