



Concept for European Support for Evacuation, Reception and Movement

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I. Preface

The Concept for European Support for Evacuation, Reception and Movement (SERM) has been developed within the framework of an EU co-financed project within the Civil Protection Financial Instrument adopted on 5 March 2007¹. Not only the beneficiaries of this project, the German Federal Agency for Technical Relief, THW and the Swedish Civil Contingencies Agency, MSB were involved in the work done, but also several other organisations and ministries coming from different EU Member States. Our special thanks go to the Steering Committee Members - without their competent advice, this document would not have been brought so far.

The focus of this project was to develop a guidance document for the support during evacuation, reception, evacuation and movement of citizens after natural or man-made disasters in third countries without interfering with the national responsibilities. In this context the project aims to contribute to a discussion and development process coming from an operational perspective. Simultaneously it suggests how civil protection can contribute to a consular crisis operation on national and international level while taking into account the existing framework.

In full awareness of the complexity of the subject, the expertise of different actors from various directions and levels was brought together: representatives of different ministries (interior, foreign affairs, etc), of civil protection authorities, of national police as well as representatives of international institutions and organisations.

The document summarizes the approaches and ideas that have been discussed and developed during the workshops and steering committee of the project. It also takes into account the input from various stakeholders who willingly contributed to the project by sharing their experiences, opinions and advice.

¹ Council Decision of 5 March 2007 establishing a Civil Protection Financial Instrument (2007/162/EC, Euratom)

II. Summary

Civil protection has the task to support consular assistance to EU citizens in major emergencies in third countries as laid down in the Council Decision establishing a Community Civil Protection Mechanism. The resources of civil protection may contribute significantly to a consular crisis operation. Therefore preparation for a successful integration of these facilities in the consular affairs system is advisable on national and international level.

The analysis of statistics, a questionnaire, background documents, legal documents and discussions on EU level in the first part of the document show a need for an international approach without undermining or neglecting the national responsibilities and tasks.

How individual states could prepare themselves for evacuation, reception and movement operations is described in the second part. The main focus lies on the possible composition of a National Team and its specific tasks during operations.

The third part illustrates how the national approaches could be integrated in an international environment and identifies the main interfaces and connections to a potential coordination body.

The fourth part contains the description of training for experts involved in evacuation, reception and movement operations and its integration in existing training programs, like the Operational Management Course² It also introduces the benefits of additional trainings for key personnel of National Teams.

² The OPM course is the 2nd step in the Civil Protection Training Programme – see figure 14 page 53

1. PART I – Background and Introduction

1.1. Introduction

The European Community Civil Protection Mechanism³ was established by the Council Decision of 23 October 2001⁴, a recast of this Council Decision was adopted on 8 November 2007⁵. One of the main aims of the Mechanism is to facilitate cooperation in civil protection assistance interventions in the event of major emergencies, which may require urgent response actions. This also includes supporting consular assistance to EU citizens - determined in article 2 (see also 1.4. Legal Basis/Background).

The experiences during the Tsunami in 2004, the Lebanon crisis in 2006 and the Mumbai attacks in 2008 triggered further discussions on consular cooperation on EU level. One was the support that the civil protection authorities of the Participating States in the Mechanism could provide, when EU citizens are affected by major emergencies in third countries. Based on these discussions the Federal Agency for Technical Relief (THW) and the Swedish Civil Contingencies Agency (MSB) submitted a proposal in 2008 for an EU co-financed project to the European Commission to develop a guidance document. It should describe the support that the civil protection authorities of the Participating Member States in the Mechanism could provide during evacuation, reception and movement operations. This proposal was approved by the Commission and was funded with 75% by the Civil Protection Financial Instrument.⁶

The concept is based on the collection and analysis of data about existing structures, procedures, manuals and checklists. Furthermore a survey regarding existing pre-arrangements of the Participating States in the Mechanism for evacuation, reception and movement operations was carried out. Additionally, the outcomes of two interna-

³ Further referred to as “Mechanism”.

⁴ Council Decision of 23 October 2001 establishing a Community mechanism to facilitate reinforced cooperation in civil protection assistance interventions (2001/792/EC, Euratom)

⁵ Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism (recast) (2007/779/EC)

⁶ Council Decision of 5 March 2007 establishing a Civil Protection Financial Instrument (2007/162/EC, Euratom)

tional workshops build an important basis for the concept. During these two workshops different actors - particularly representatives from the civil protection authorities and the consular affairs authorities - identified responsibilities and tasks on national and international level.

This concept is a reference guide for Participating States in the Mechanism: It is a non binding document, and represents a common understanding of procedures and international cooperation. It describes the possible composition of a National Team and its different tasks (Part II – National Approach). It further elaborates how the support of consular affairs could be integrated in international coordination structures already existing (Part III – International Approach).

The working document adopted on the 22nd Meeting of the Directors-General for Civil Protection⁷ highlighted *“the clear benefit in using the Mechanism [the resources from the civil protection authorities, note from the author] in support of consular cooperation during major emergencies. It gives the consular authority’s access to a wide network of civil protection resources [...] a continuous exchange of information on the technical aspects of evacuation and other operations.”*

Despite the fact, that this concept is focussed on the support to EU-citizens, one has to have in mind, that other groups of persons could be affected at the same time and could also be in need for assistance. Therefore the assistance to the affected country or region will not be limited or subordinated by this concept, respecting internationally recognised regulations and responsibilities.

1.2. Definitions

In order to reach a common understanding it is necessary to define the terminology used in this concept. Already existing and internationally recognised definitions are taken into account.

Support: Support has to be understood as the assistance provided by different actors (e.g. civil protection, medical experts, etc.) to the consular sector. This includes

⁷ Working document for the Directors-General Meeting for Civil Protection (DG 22/2/1, April 2009).

various fields of action, e.g. logistics, administration, communication, information management, medical and psychological treatment.

Evacuation: When an area is under an imminent threat of a disaster (natural or man made) or already has been overwhelmed by a disaster, an evacuation of citizens could be necessary. An evacuation in this case means an organized movement out of the affected area to a safe place.

Reception: Reception means the registration, accommodation, medical and psychological support to affected persons in a consular operation.

Movement: Movement includes the transport within the affected country (e.g. from the affected area to the Point of Exit) as well as the organization of the transfer to their country of origin.

Affected Person	Affected persons are directly or indirectly threatened by a situation which could be caused by a natural or man made disaster or crisis.
Civil Protection Modules	Civil protection modules are made of national resources from one or more Member States on a voluntary basis. They are task and needs driven pre-defined arrangements of resources. ⁸ 17 civil protection modules have been identified by the Commission together with Member States. ⁹
COCON	Working Party on Consular Cooperation under the Council of the European Union; Council Working Party promoting European Consular Cooperation.
Complex Emergency	A complex emergency is “a humanitarian crisis in a country, region, or society where there is a total or considerable breakdown of authority resulting from internal or external conflict and which requires an international response that goes beyond the mandate or capacity of any single agency and/or the ongoing UN country programme.” ¹⁰
Consular Assistance	Help and advice provided by the diplomatic service of a Member State to citizens of that Member State who are living or travelling in third countries.
The Council	The Council consists of a representative of each Member State at ministerial

⁸ Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism (recast) (2007/779/EC)

⁹ 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 (2010/481/EU, Euratom)

¹⁰ Guidelines on The Use of Military and Civil Defence Assets To Support United Nations Humanitarian Activities in Complex Emergencies” - March 2003 Revision I January 2006.

of the European Union	level, who may commit the government of the Member State in question and cast its vote. The Council exercises (jointly with the European Parliament) legislative and budgetary functions. It carries out policy-making and coordinating functions.
EEAS	The European External Action Service ("EEAS") is a functionally autonomous body of the Union under the authority of the High Representative, set up by Article 27(3) of the Treaty on European Union ("TEU"), as amended by the Treaty of Lisbon. ¹¹
EU Delegation	Union Delegations are one component of the European External Action Service. They represent the EU in third countries and international organisations. "The Union delegations shall, acting in accordance with the third paragraph of Article 35 TEU, and upon request by Member States, support the Member States in their diplomatic relations and in their role of providing consular protection to citizens of the Union in third countries on a resource-neutral basis." ¹²
EUCP Team	European Civil Protection Teams are dispatched by the Monitoring and Information Centre (MIC) in order to facilitate coordination between intervention teams and liaise with the competent authorities. ¹³
European Citizenship	According to Article 9 TEU and Article 20 TFEU, every person holding the nationality of a Member State is a citizen of the Union. Citizenship of the Union is complementary to national citizenship but does not replace it, and it comprises a number of rights and duties in addition to those stemming from citizenship of a Member State. ¹⁴
LEMA	LEMA is the local emergency management authority responsible for the overall command, coordination and management of the response operation. LEMA can refer to national, regional or local authorities, or combinations thereof, which are collectively responsible for the disaster response operation. ¹⁵
MEDEVAC	Medical evacuation, often termed Medevac or Medivac, is the timely and efficient movement and en route care provided by medical personnel to the wounded being evacuated to medical facilities using medically equipped ground vehicles (ambulances) or aircraft. ¹⁶

¹¹ Council Decision of 26 July 2010 establishing the organisation and functioning of the European External Action Service (2010/427/EU)

¹² Council Decision of 26 July 2010 establishing the organisation and functioning of the European External Action Service (2010/427/EU)

¹³ Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism (recast) 2007/779/EC, Euratom

¹⁴ Art 20 of the Treaty of the European Union, Art. 9, Treaty on the Functioning of the European Union from 1st December 2009

¹⁵ INSARAG Guidelines and Methodology; UN OCHA – March 2011

¹⁶ Definition according to the Association of Air Medical Services

MIC	The Monitoring and Information Centre (MIC) is located at the European Commission in Brussels. It is accessible and able to react immediately 24 hours a day in order to serve the States participating in the mechanism and the Commission. It ensures uninterrupted links with the national contact points of the States participating in the mechanism, it provides immediate access to essential information on experts, intervention teams and other intervention support available. ¹⁷
On Site Operation and Coordination Centre (OSOCC)	The role of the OSOCC is to work in close liaison with the Local Emergency Management Authority (LEMA) and is intended to facilitate cooperation with, and coordination of actors providing international assistance. It is also intended to serve as a platform for information exchange between the LEMA and various relief providers in a disaster receiving international assistance (see 3.2) ¹⁸ .
PROCIV	Working Party on Civil Protection under the Council of the European Union
Situation Report	Description of the situation on site on a regular basis. Its content could vary depending on the recipient of the report.
Staff work	Staff work is a teamwork based way of working along fixed procedures and structures. These structures include the assignment of different functions. ¹⁹
Triage	A process for sorting injured people into groups based on their need for or likely benefit from immediate medical treatment. Triage is used in hospital emergency rooms, on battlefields, and at disaster sites when limited medical resources must be allocated. ²⁰
UNDAC-Team	A United Nations Disaster Assessment and Coordination Team works in support, and under the authority, of the United Nations Resident/Humanitarian Coordinator, or any other lead entity appointed by the United Nations Secretary-General. It cooperates closely with and supports the national and local authorities of an affected country. ²¹
Vulnerable Groups	Elderly and handicapped people are examples of groups that could/might be vulnerable in evacuation, reception and movement operations, which could require special measures to be taken to fulfil their special needs

¹⁷ 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 (2004/277/EC, Euratom)

¹⁸ OSSOC Guidelines 2nd ed 2009

¹⁹ OSOCC Guidelines 2nd ed 2009

²⁰ American Heritage® Dictionary of the English Language, Fourth Edition copyright ©2000 by Houghton Mifflin Company. Updated in 2009

²¹ UNDAC Field Handbook, 3. Edition (printed 2000)

1.3. The need of a common approach

1.3.1. Increasing risk

EU citizens make some 80 million trips per year to third countries and between 30 and 50 million EU citizens live outside Europe²². These figures show the high fluctuation of EU citizens outside the European Union.

According to the Flash Eurobarometer 188²³ more than one half of the EU's population travelled outside of the EU within the period from 2006 to 2009.

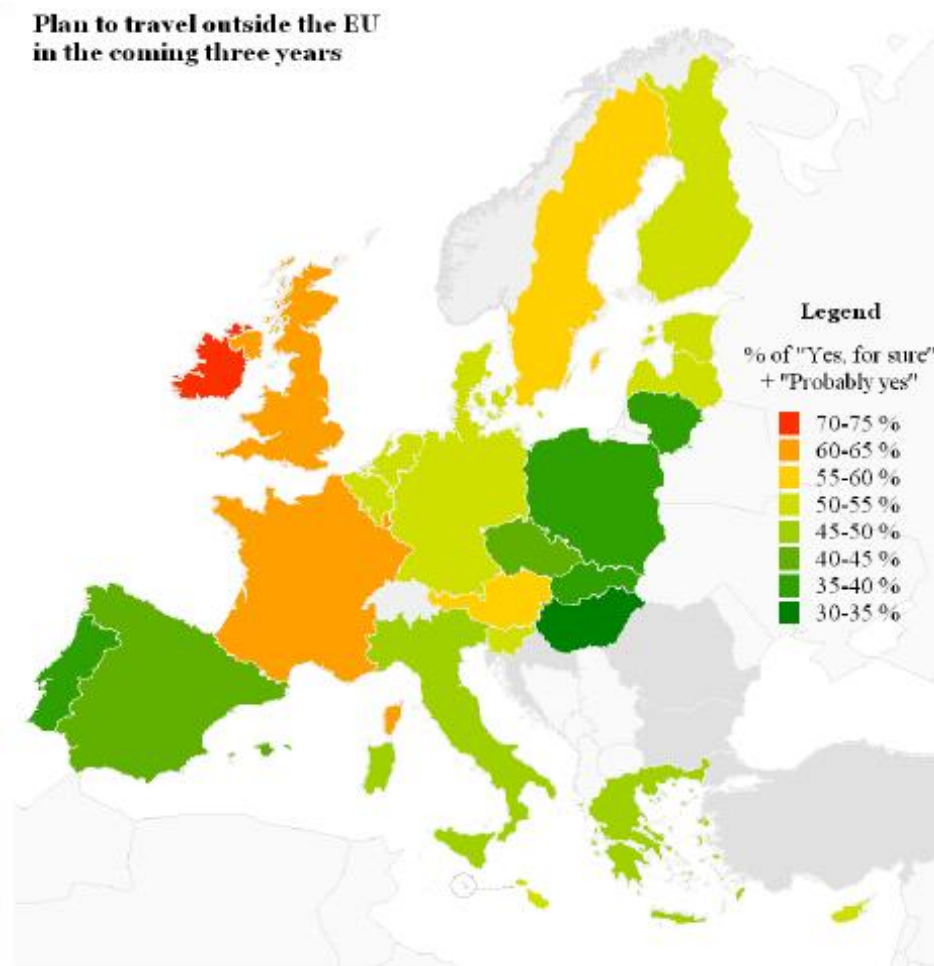


Fig 1: The figure shows a probable development of travel activities from different EU countries to third countries. – from: Flash Eurobarometer 188, page 7

²² Figures according to the database Eurostat

²³ Flash Eurobarometer 188 – The Gallup Organization; Report July 2006

These numbers are likely to increase. In addition the globalisation leads also to an increased number of EU nationals, who establish their residence in third countries²⁴.

1.3.2. Consular Protection – Analytical Report²⁵

The Commission launched a public consultation in 2006, which showed that Member States already apply high standards of protection to their citizens abroad²⁶.

According to a Eurobarometer survey of 2006 one third of the overall EU population mentioned “*arrangements for immediate return to home*” as the most preferred form of assistance.

Preference of the type of assistance to receive

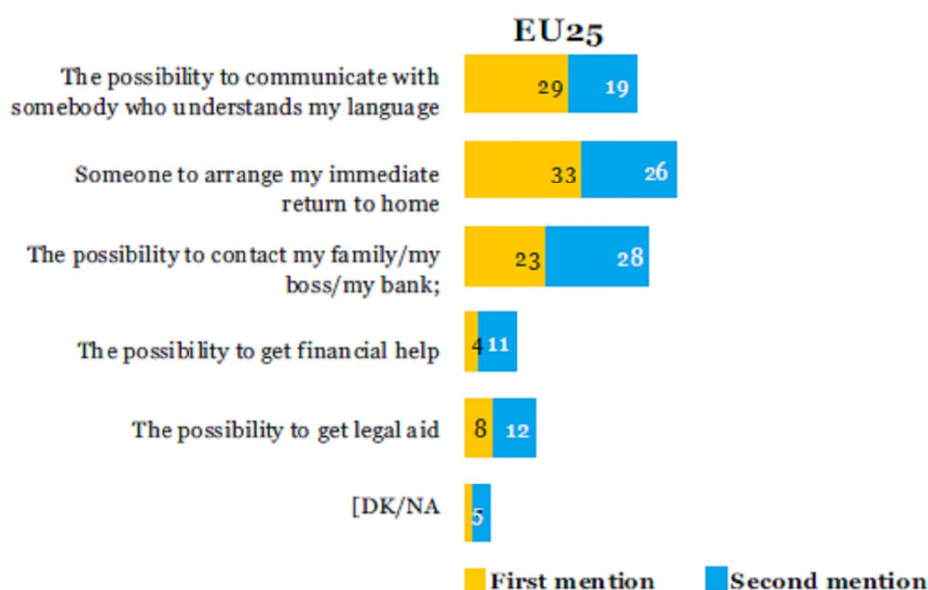


Fig 2: The results of the 2006 launched questionnaire amongst the 25 Member States of the EU shows the preference of assistance expected whenever needed. – from: Flash Eurobarometer 188, page 7

1.3.3. Discussions on EU-level

On the 22nd meeting of the Directors-General for Civil Protection of the European Union, of the European Economic Area and of Croatia, Turkey and the former Yugoslav

²⁴ Green Paper “Diplomatic and consular protection of Union citizens in third countries; COM(2006)712 final

²⁵ Flash Eurobarometer 188 – The Gallup Organization; Report July 2006

²⁶ „EU initiative to strengthen consular protection for citizens outside the European Union“ ME MEO/07/551 of 5 December 2007

Republic of Macedonia in Prague (April 2009) a demand for further work on the implementation of Article 2(10) of the recast was stated²⁷. Especially the development of the Mechanism's role in supporting consular cooperation should be considered. As outlined in the working document of the Commission²⁸ there are two possibilities to contribute to consular cooperation: local logistical support and the support of consular assistance. Clear benefits for the consular authorities would be the access to civil protection resources from the 31 Participating States, a better and continuous exchange of information as well as an improvement of coordination on site.

The possible support of consular authorities as foreseen in Article 2(10) of the Community Civil Protection Mechanism was part of the Civil Protection programme during the Belgian Presidency in the second half of 2010.

The Seminar on Improving Coordination of Consular Aspects in Crisis Situations on 22nd and 23rd September 2010 had as main topic the support of consular authorities by civil protection means. This subject was analysed and discussed along a detailed scenario. All participants agreed, that civil protection means could be an added value during evacuation, reception and movement operations.

In the two workshops of the SERM project the participation of representatives of 27 Participating States coming from Ministries of Foreign Affairs, the Police and Civil Protection Authorities showed the importance of the general subject and the willingness to further develop this field of action. Especially in the 2nd workshop with 52 participants it was agreed that using potential synergies would result into an improved *modus operandi*. This includes not only working within a common standard on an international level, but also using experiences of former operations in the sense of best practice. The need for international cooperation was a clear consensus of the participants.

²⁷ Report of the 22nd meeting of Directors General for Civil Protection 22-24 April 2009 from 2 June 2009

²⁸ Working Document DG 22/2/1 for the 22nd meeting of Directors General for Civil Protection 22-24 of April 2009

1.3.4. Former Experiences and Operations

The Tsunami in 2004, the Lebanon Crisis in 2006 and the Mumbai Attacks in 2008 demonstrated that cooperation on site between the consular and the civil protection authorities, as a support service to the consular authorities, is a very feasible and necessary development. Simultaneously it became clear that this cooperation has to be improved and strengthened. Furthermore the experiences showed that cooperation on an international level could result in synergetic effects on various fields of actions. Following an international approach could lead to a common information status of all organizations involved in the operation and the mutual support of National Teams in various fields (e.g. logistics sector).

1.3.5. Accomplished Project Survey

One part of the SERM project was the development, distribution and analysis of a questionnaire with a focus on the preparation of the Participating States for evacuation, reception and movement operations in the area of civil protection. It clearly revealed that many states demand an European approach for the support of consular authorities in this area.

Over 50% of the EU States participated in the survey, which was divided into two main parts. The first part asked for the general availability of a national contingency plan and the active participation of organizations in supporting evacuation, reception and movement operations. The second part asked for information about staff training, equipment and the different priorities.

The detailed analysis of the survey indicated that most countries have a national contingency plan for national incidents, but less than a quarter of the completed questionnaires mentioned a contingency plan for citizens at risk in third countries. In this context one aspects has to be highlighted and analysed in more detail²⁹:

The answers to the question asking for the importance of EU interaction in different fields of action during operations showed the following tendency:

²⁹ A full evaluation of the questionnaire can be found in the annex 1.

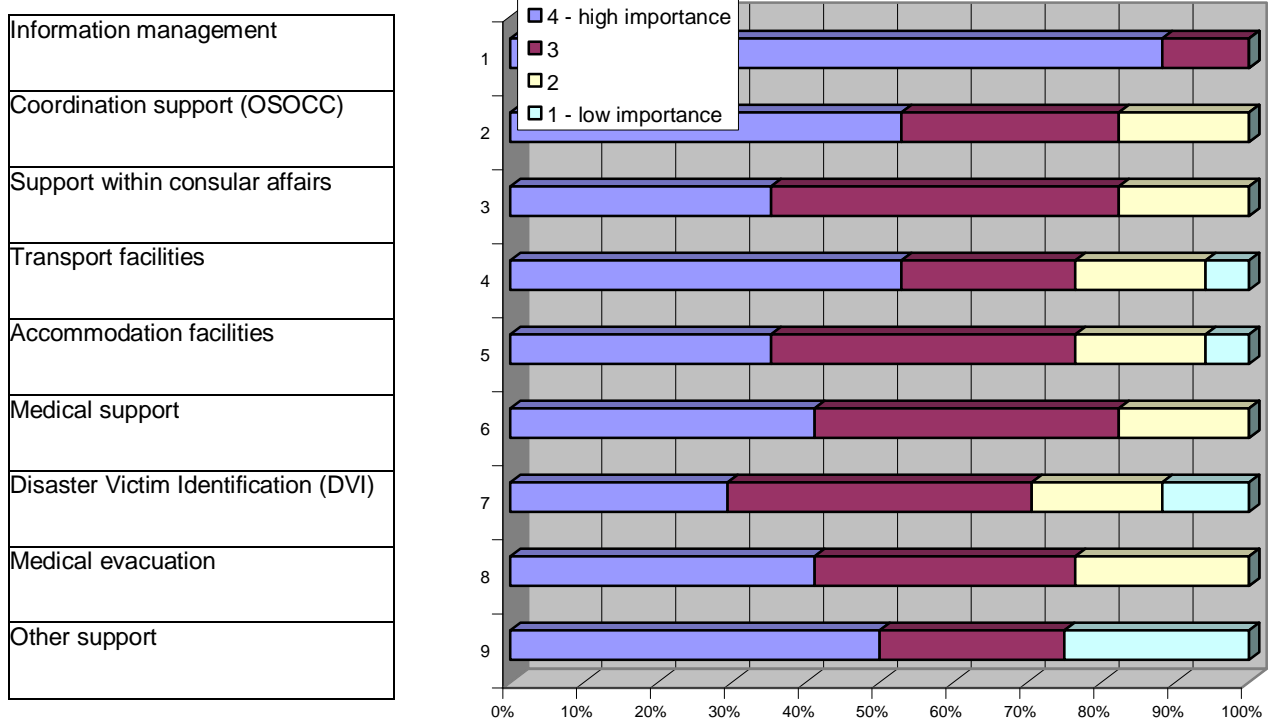


Fig 3: Importance of EU interaction (1=low, 4=high) – own illustration

On one hand it is obvious that the area of Information Management and Transport Facilities is a very important area in regard to an interaction on EU level. On the other hand it is clear that the Disaster Victim Identification is a more national issue.

In regard to the availability of specialised experts, their training and exercises the answers of the countries varied to a large extent. Only very few countries have experts, trained especially for the support of consular authorities. Other countries get back to a general pool of experts trained and exercised in the international environment and different fields of action (e.g. logistics).

Summarizing the analysis of the questionnaire, it shows the necessity of a common approach for evacuation, reception and movement operations, especially for smaller countries. At the same time it also reveals that certain tasks should remain in the responsibility of each state.

1.4. Legal basis / Background documents

The following documents build the basis for a European approach regarding the support of consular authorities. Nevertheless consular affairs are primarily a national responsibility and therefore all specific national legislations have to be taken into account.

1.4.1. Citizenship of the EU and its meaning for consular protection

The Treaty on the Functioning of the European Union from 1st December 2009³⁰ establishes under article 20 a citizenship of the Union, which is additional to the national citizenship. Based on the Union citizenship every citizen has *“the right to enjoy, in the territory of a third country in which the Member State of which they are nationals is not represented, the protection of the diplomatic and consular authorities of any Member State on the same conditions as the nationals of that State;”* (Art 20, 2,c, Art. 23). In addition *“Member States shall adopt the necessary provisions and start the international negotiations required to secure this protection.”*

1.4.2. European External Action Service (EEAS)³¹

To ensure a better coordination and consistency in EU foreign policy, the Treaty of Lisbon created a High Representative of the European Union for Foreign Affairs and Security Policy, which de facto merges the post of the High Representative for the Common Foreign and Security Policy and the European Commissioner for External Relations and European Neighbourhood Policy. The High Representative is in charge of an External Action Service that was also created by the Treaty of Lisbon. This will essentially be a common “Foreign Office” or “Diplomatic Corps for the Union”.

The general aim of the EEAS is based on the need to defend Europe's interests and project Europe's values in a more effective way. This is the common ground on which

³⁰ Consolidated Version of the Treaty of the functioning of the European Union, Official Journal of the European Union C 115/49

³¹ Council Decision of 26 July 2010 establishing the organisation and functioning of the European External Action Service (2010/427/EU)

the July 2010 Council Decision laid out the basic organisation and functions of the new service.³²

The staff of the EEAS is coming from the European Commission, the Council Secretariat, as well as from national diplomatic services. National diplomats will approximately staff one-third of the EEAS.

This service is intended to support the integration of the various EU's external relations "instruments", referring to the Common Foreign and Security Policy (CFSP) operations on the one hand, and financial instruments such as the Instrument for Stability, the European Instrument for Democracy and Human Rights on the other hand.

Furthermore the EEAS comprises the EU delegations to third countries and international organisations. One of the delegations tasks is to *"support the Member States in their diplomatic relations and in their role of providing consular protection to citizens of the Union in third countries on a resource-neutral basis."*³³

1.4.3. Council Decision from November 8th 2007

The Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism determines in article 2 that the Mechanism supports consular assistance if EU citizens are affected by emergencies in third countries upon request by their consular authorities.

Article 2

„The Mechanism consists of a series of elements and actions including:

[...]

10. Supporting consular assistance to EU citizens in major emergencies in third countries regarding civil protection activities if requested by the consular authorities of the Member States."

³² Council Decision 26 July 2010 establishing the organisation and functioning of the European External Action Service (2010/427/EU)

³³ Art. 5, 10 of the Council Decision 26 July 2010 establishing the organisation and functioning of the European External Action Service (2010/427/EU),.

1.4.4. Lead State Concept

The conclusions of the General Affairs and External Relations Council meeting on June 18 2007 aim to *‘strengthen consular cooperation between EU Member States through the implementation of the consular Lead State Concept’*. It is determined that *‘in the event of a major consular crisis and without prejudice to the primary responsibility of the Member States to protect their nationals, the Lead State will endeavour to ensure that all European Union citizens will be assisted and will coordinate between Member States on the ground’*.³⁴

In the Lead State Concept, based on the Article 20 of the Treaty on the European Union (1992), it is described that the role of the Lead State is on a voluntary basis and needs the active support and participation of all Member States to ensure that EU citizens in third countries get assistance in times of crisis.

If one or more Member State/s wish/es to assume the task of the Lead State in a third country they will notify this through the COREU³⁵ network. Unless a Member State objects within 30 days the role of the Lead State goes to the applicant with the assignment of following duties:

- Outside times of crisis, in collaboration with the Member State holding the presidency of the European Union, it will coordinate the most appropriate preparatory measures.
- It will draw up an evacuation plan and will give this information to the local delegation of the European Union and to the representations of the Member States.
- The head of mission facilitates the cooperation between Member States, sending additional personnel, financial resources, equipment and medical assistance teams, if needed.

³⁴ European Union guidelines on the implementation of the consular Lead State concept (2008/C 317/06)

³⁵ COREU (= CORespondance Européenne) is an EU communication network between the Member States and the Commission for the cooperation in the fields of foreign policy

- If a Member State rejects the assistance, its that Member State's responsibility to assure the protection of its nationals. Nevertheless, in accordance with the principle of non-discrimination every EU citizen is eligible to receive assistance from the Lead State or any other Member State represented in a third country.

A list of third countries in which a Member State assumes the role of the Lead State will be published on the website hosted by the SITCEN³⁶ and distributed to the Member States on a regular basis.

In regard to the principle of European solidarity and in accordance with the primary responsibility of the Member States to protect their nationals, Member States should contribute to the proper conduction of the mission of the Lead State. On that basis, the Lead State may call for the voluntary provision of logistical and human resources or may also ask for support through instruments such as the Community Civil Protection Mechanism, the crises management structures of the General Secretariat of the Council and for logistical support from the local delegation of the European Union during times of crises. Nevertheless EU staff will not undertake any first line consular work.

The Lead State Concept and Guidelines are not legally binding and do not exclude other additional forms of cooperation and coordination initiatives.

1.4.5. Guidelines on Consular protection of EU citizens in third countries³⁷

The guidelines on Consular Protection of EU citizens in third countries are non binding and describe best practices as identified by the COCON³⁸ working party in March 2006. They provide a framework of cooperation, especially in situations in which the safety of EU citizens is endangered in a third country, while the primary national responsibility in consular matters is not touched.

³⁶ SITCEN= Situation Center is part of the European External Action Service (EEAS) and is under the authority of the EU's High Representative

³⁷ Guidelines on consular protection of EU citizens in third countries of 5 November 2010 – COCON 40 PESC 1371

³⁸ COCON=Consular Cooperation Working Party; Council Working Party promoting European Consular Cooperation.

The guidelines cover different topics including contingency planning, emergency planning and crisis management. Article 13 of the guidelines mentions the “*dispatch of consular and medical support teams*” and in 13.1 it is stated that those teams should have “*autonomous communication and IT equipment*” with them. These demands are in line with the establishment of the different Sectors of a National Team, which will be described in Part II of this concept.

1.5. Operational Resources

All EU Member States have national civil protection resources at hand, which can be made available for international missions. Depending on the situation, those resources could also be used to support consular services in carrying out evacuation, reception and movement operations.

At international level, in the United Nations System as well as in the European Union System, there are predefined structures for international interventions, which are based on several agreements, guidelines and handbooks. Resources, provided by different states to these systems are set up along agreed standards in order to ensure their interoperability. Furthermore, the personnel provided to those systems are trained in specialised training courses and exercises and are capable to work in international operations.

Within in the framework of the EU Civil Protection Mechanism, the system of Modules was introduced³⁹. Modules are organised and built up on resources of Member States on a voluntary basis and are subject to their direction and command. They are predefined along general requirements laid down in the Council Decision from November 8th 2007 establishing a Community Civil Protection Mechanism (amended by Commission Decision of 29 July 2010) and consist of human and technical means. They are autonomous and self sufficient, can be dispatched at short notice, and are

³⁹ Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism (recast) 2007/779/EC AND the points 3 and 7 of the Council Conclusion of 18 July 2005 on improving the European Civil Protection Capabilities

interoperable due to the agreed standards.⁴⁰ All Modules are intended to work in international operations.

Some of the 17 predefined Modules could be used in evacuation, reception and movement operations (see all details of the Modules in Annex 2⁴¹):

Module	Task(s)
Medical aerial evacuation of disaster victims (MEDVAC)	<ul style="list-style-type: none"> • Transport disaster victims to health facilities for medical treatment
Emergency temporary shelter (ETS)	<ul style="list-style-type: none"> • Provide emergency temporary shelter, including the essential services, mainly in the initial stages of a disaster in coordination with existing structures, local authorities and international organisations until handover to local authorities or humanitarian organisations, where the capacity remains necessary for longer periods • Where a handover takes place, train the relevant personnel (local and/or international) before the pull out of the module
Water purification (WP)	<ul style="list-style-type: none"> • Provide drinkable water, from surface water sources, according to the applicable standards and at least to the level of the WHO standards • Perform water quality control at the outtake point of the purification equipment
Urban search and rescue Medium (MUSAR) or Heavy (HUSAR)	<ul style="list-style-type: none"> • Search for, locate and rescue victims (1) located under debris (such as collapsed buildings and transport incidents).

⁴⁰ Art. 4 of Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism (recast) 2007/779/EC

⁴¹ 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 2010/481/EU Euratom

	<ul style="list-style-type: none"> • Provide lifesaving first aid as required, until handover for further treatment.
Advanced medical post (AMP)	<ul style="list-style-type: none"> • Perform patient profiling (triage) on the site of the disaster • Stabilise the condition of and prepare the patient for transport to the most suitable health facility for final treatment
Advanced medical post with surgery	<ul style="list-style-type: none"> • Perform patient profiling (triage) on the site of the disaster • Perform damage control surgery • Stabilise the condition of and prepare the patients for transport to the most suitable health facility for final treatment

Further Modules are: High capacity pumping (HCP), Flood rescue using boats, Flood containment, Ground forest fire fighting using vehicles, Ground forest fire fighting, Search and rescue in CBRN conditions, Chemical, biological, radiological and nuclear detection and sampling (CBRN), Field hospital, Aerial forest fire fighting module using airplanes, Aerial forest fire fighting module using helicopters

If a country within or outside the EU is in need for international assistance, it can appeal for international resources (i.a. the above described modules) through the Monitoring and Information Centre (MIC). The MIC compiles the offers of resources of the Participating States, thus allowing the affected the affected country to match them with their specific needs. After the acceptance those resources can be activated and deployed.

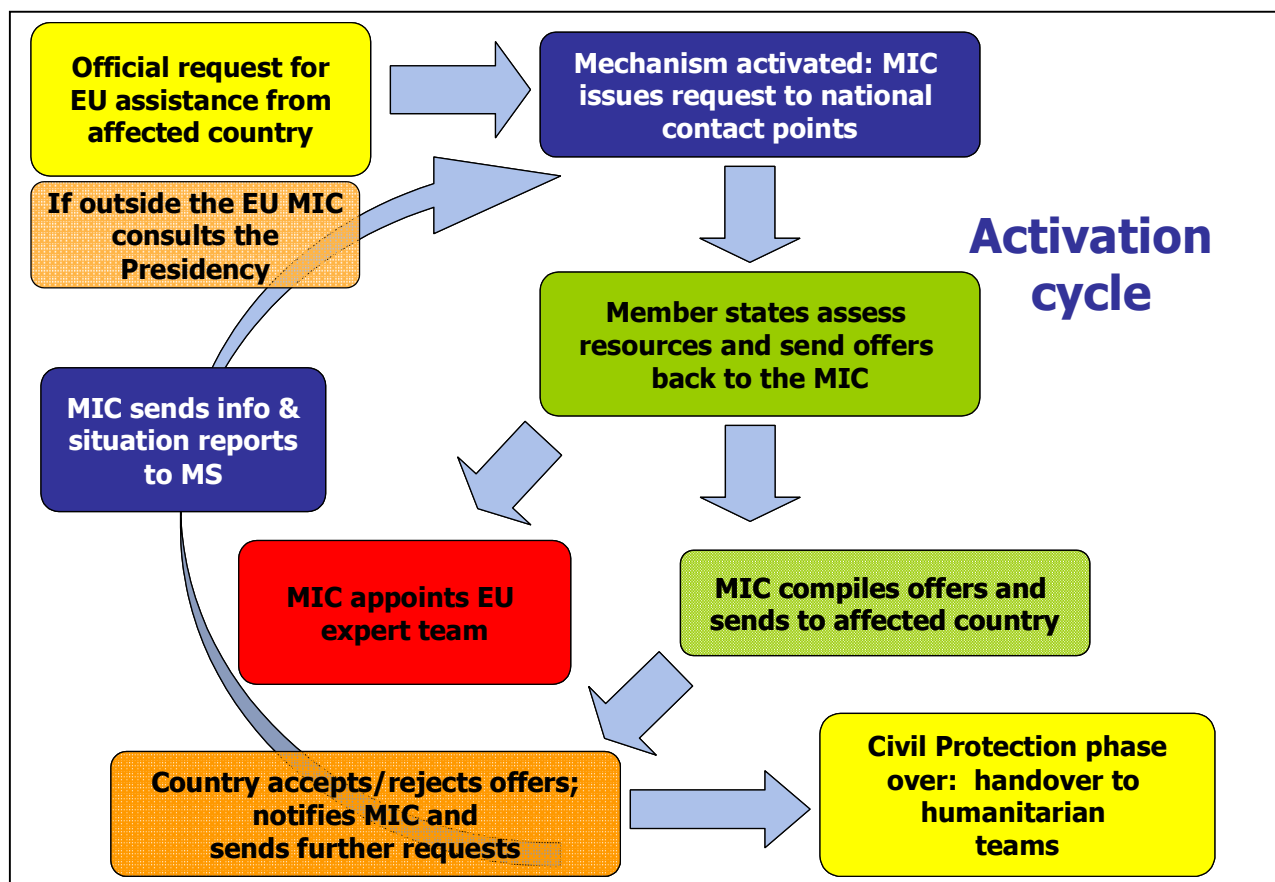


Fig 4: Activation Cycle of the Mechanism – from: PPT MIC

Additionally to the Modules general requirements for a Technical Assistance and Support Team (TAST) were established. The primary task of the TAST is to accompany EUCP Teams to ensure their ability to work by providing administrative, telecommunication and logistic support in order that the experts can concentrate on their mission. TAST do not perform any leadership or coordination functions, but only support tasks. TAST could also be used to support one or more Member State embassies or the International Coordination Point (see Part 3.1) in carrying out their tasks.

2. PART II – National Approach

This part of the document may be used by the Participating States within the Community Civil Protection Mechanism to set up a National Team for evacuation, reception and movement operations or to review and adjust – where necessary – their established National Teams, by:

- a) identifying potential needs regarding national preparedness, resources and planning
- b) identifying interfaces to enhance the cooperation and coordination in the field.

On the basis of established national structures and planning, so called “Sectors” were identified by the participants in the workshops carried out within the project. In those sectors different tasks to be carried out during operations were summarized. Additional Sectors could be integrated and upgrade the National Team depending on the national structures, the legal basis and the needs deriving from these.

2.1. National preparedness and structure in the home country

Apart from operational issues, the preparedness of the home country and its embassies are of equal importance. Relevant institutions and organisations, which could be involved in the home country, e.g. the responsible Ministries (MoFA, MoD, MoH, etc.), should be aware of the detailed national planning for evacuation, reception and movement operations, which should contain:

- a) the further treatment of arriving persons, especially regarding medical and psychological treatment⁴²
- b) temporary accommodation for affected national citizens, who have their residence in the affected country

⁴² These measures should take the needs of elderly and handicapped people into account.

- c) further transportation, especially for EU citizens, who are repatriated in a joint operation e.g. with a neighbouring country

A **strategic staff** on national level should be predefined, which could be activated in a crisis situation. This group consists of decision makers of the involved actors and should be activated and lead by the responsible Ministry.

In parallel to the strategic staff an **operational staff** should be established in the home coun-

try. The operational staff is responsible for the analysis and dissemination of the incoming information from the field and the communication to the field. In addition the operational staff is responsible for the preparation of the arrival, further treatment and / or further transport of the incoming affected persons in the home country. The operational staff should be the only contact point for the **National Coordination Point** set up by the National Team at the embassy on site.

Consular operations are always a national responsibility, including all preparatory measures and the financing.⁴³

2.2. The National Team and its composition

Having in mind the complexity of evacuation, reception and movement operations, an interdisciplinary approach must be established and implemented. Therefore, a National Team must be composed of different Sectors, which are dealing with different fields of action.

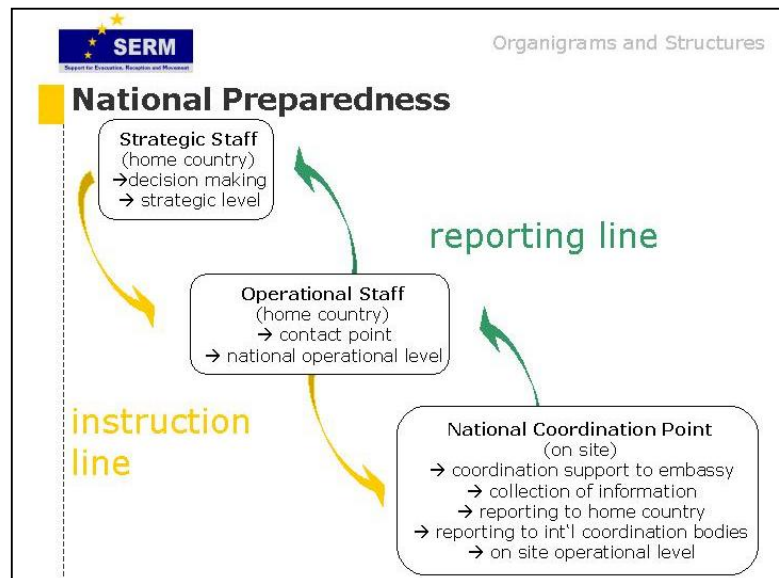


Fig 5: Flow chart of the three involved levels - own illustration

⁴³ Guidelines on consular protection of EU citizens in third countries of 5 November 2010 – COCON 40 PESC 1371

Those main sectors (described in detail below) are:

- Consular Affairs
- Logistics
- Information Management
- Communication and Administration
- Medical and Psychological

Cons	Log
Com	InfoM
Admin	Med & Psy
...	...

Fig 6: A possible composition of a National Team - own illustration

Each Sector is composed of personnel and equipment, depending on the requirements of the specific situation. Variation in the number of personnel as well as in the amount of equipment is possible and has to be flexible to fulfil the respective tasks. The whole National Team should be understood as a modular system, which could be deployed as a whole or partly as single Sectors depending on the objectives of the operation.

To enhance the interoperability of National Teams the implementation of minimum standards and general requirements for the different sectors are essential (see general examples in annexes 3). Furthermore it is important that the members of the National Team understand, respect and act in the spirit of the mandate given. They should be able to interact with sensitivity and display respect for diversity and gender in multi-cultural environments. A capacity for working under pressure is essential, as work is often in difficult and demanding conditions, where the focus frequently shifts due to changes in priority.

Interoperability

Specific sectors could be compensated by another National Team, if the resources in the own National Team are exhausted or the situation does not require a deployment of several National Teams. For example: not every National Team needs to send a specific Communication Sector on site. This task could be fulfilled by one Sector of one National Team and the other National Teams share this re-

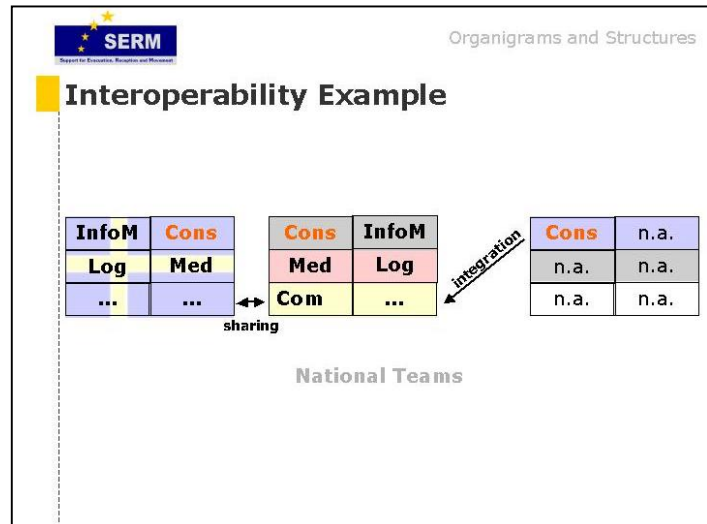


Fig 6: Possible Cooperation between National Teams - own illustration

source. Concerning this “compensation” and saving of resources, predefined agreements between Participating States should be taken into consideration. But these predefined agreements should be seen as bilateral arrangements and not as an EU responsibility. Due to the responsibility on national (state) level, the principle of shared resources cannot be applied to the Consular Affairs Sector. In general the Consular Affairs Sector primarily supports the respective embassy.

Assessment

Before the deployment of the National Team, a small specialised National Assessment Team could be deployed.

The National Assessment Team should first link with the national embassy and focus on the collection of appropriate information for all relevant Sectors. First appropriate information could be gathered from already deployed other teams; e.g. other National Teams, UNDAC teams, EUCP teams or even Urban Search and Rescue Teams. Special focus lies on information about the number of affected nationals and their level of injuries. Furthermore information concerning border and customs regulations are important for the incoming National Team, as well as for the repatriation of the affected persons.

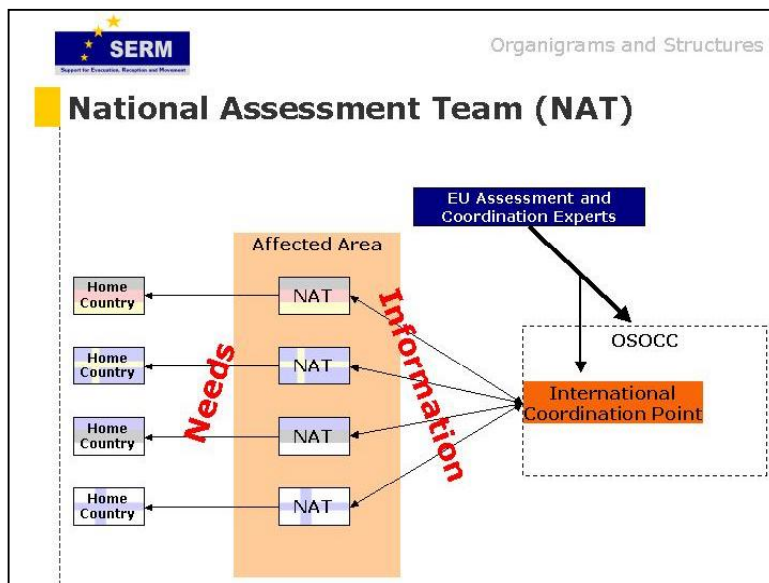


Fig 7: Information Exchange during assessments - own illustration

All relevant information should be shared with other National Assessment Teams, e.g. through the International Coordination Point (see 3.1).

The National Assessment Team should establish contacts in the affected country, e.g. to local agencies, ministries like the Ministry for Health, transportation companies, etc., as well as to the international organisations on site (e.g. Red Cross and Red Crescent Organizations, etc.).

The work of the National Assessment Teams is depending on the preparedness of the embassy in the affected country and the content and actuality of the contingency plan. To guarantee a reliable state of the information a common pre-assessment with consular affairs representatives and civil protection experts in regions with a high potential for a disaster or evacuation situation could be made to collect appropriate information.

The National Coordination Point

The National Assessment Team should prepare to set up and run a National Coordination Point at the embassy of their home country and arrange the arrival for the National Team. The transition from an Assessment Team into a Coordination Team (National Coordination Point) leads to a smooth and direct hand over of all relevant information. The National Coordination Point, potentially located at the embassy of its home country, is responsible for supporting the embassy in regard to the coordination of the National Team. It collects and analyses operational information and reports to

the Operational Staff in the home country. In addition it links with the International Coordination Point.

2.3. Tasks of the Different Sectors

The Sectors of the National Team (Logistics, Medical and psychological support, Information Management, Communication and Administration Support, Consular Affairs) have to fulfil their tasks in different locations depending on their tasks and also especially on the location and movement of the affected persons.

At the **First Contact Point** the National Team establishes first contact with the affected persons. Depending on the situation there might be several First Contact Points which could be widespread over the affected area.

The **Gathering Point** serves as a short time location where a larger number of affected persons can wait for their organised transfer to their countries

of origin, or for a transfer to a **Safe Haven**, if an immediate transfer back home is not possible. A Safe Haven provides shelter and accommodation for a longer period until a transfer back home can be organised.

The **Point of Exit** is the location, from where the final transfer takes place – e.g. airport, harbour etc.

Each of the mentioned locations could also serve as a First Contact Point for the affected persons. Not each of the different locations might be needed according to the specific situation in the affected country. There might for example be cases, where a

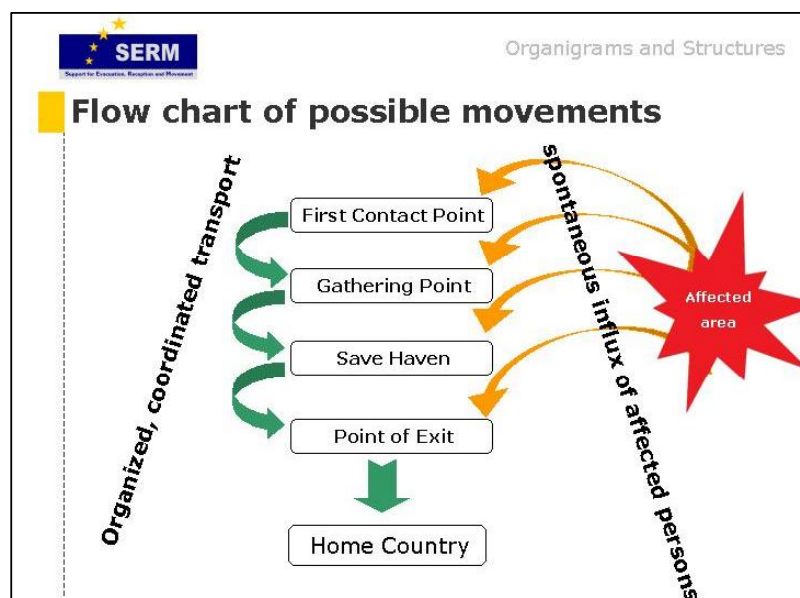


Fig 8: Possible influx of affected persons to the different locations - own illustration

direct and quick transfer back can be provided, thus no safe havens have to be established.

The different Sectors of the National Team should ensure that the chain of transport from the First Contact Point to the Point of Exit and finally the transfer back to the home country is realized efficiently and taking into account all needs of the affected persons (e.g. medical, psychological support). Hereby the special needs of vulnerable groups such as elderly or handicapped people has to be taken into consideration in every step of an operation.

2.3.1. Logistics Sector

Efficient logistics is a prerequisite and a key field within evacuation, reception and movement operations. Therefore, a careful planning is required as well as cooperation with the authorities, organisations and private stakeholders involved in that area. Information about border and customs procedures is crucial to ensure the smooth deployment of the National Team and finally the transfer of the affected persons.

The Logistics Sector covers the transport of the National Teams' personnel and equipment as well as its self sufficiency regarding accommodation and subsistence in the affected country. At the same time the Logistics Sector is responsible for accommodation and subsistence of the affected persons and their transport within the affected area as well as for their transfer back to their country of origin.

During the first stage of an operation a plan of action is a useful tool to establish structures quickly and conduct the tasks efficiently (see an example in annex 4).

Establishment of First Contact Point(s) (FCP)

The Logistics Sector establishes the First Contact Point(s) (FCP) in cooperation with the Administration and Communication Support Sector.

They ensure the supply of the FCP with:

- Basic infrastructure
- Water, food supply

- First aid (to stabilize injured persons for further transport)⁴⁴

Additionally the transport of the affected persons from the FCP to the next safe location must be organized. Depending on the situation these safe locations could be Gathering Points, Safe Havens or Points of Exit with their respective logistical needs.

Gathering Point(s) (GP)

The GP must provide an increased infrastructure, which ensures safety for the affected persons, as well as an advanced availability of resources, such as water, food and medical treatment.

All actions and preparations should be conducted in close cooperation and coordination with the medical and psychological sector:

- Children KIT (example in annex 5) could be a good tool to calm the affected people, especially children (e.g. with small toys, painting books, etc.)
- Hygiene KIT (example in annex 6) to ensure a minimum of hygiene for the affected persons, especially for women & babies

The most important task within the establishment of a GP is to organize the further transport and to ensure the security of the affected persons. Therefore it has to be considered, which security measures have to be set up.

Safe Haven (SH)

Since the SH is established to shelter the affected persons until their return it has to be equipped for a longer period of stay. It should fulfill following specifications:

- located at a secure and appropriate place – potentially identified in cooperation with the embassy and the local authorities. If possible the SH should be predefined by the embassy. (e.g. football stadium, warehouse, etc.)

⁴⁴ Equipment should be pre-packed and prepared for air transport. (attention about dangerous goods under IATA regulations).

- suitable space for sheltering and accommodate the affected persons including sufficient sanitation facilities
- possibility to set up an office, telecommunications and internet connections
- close to the Exit Point (could also be the same location) if possible
- accessible for injured, handicapped and elderly people

Within the SH the following tasks have to be carried out by the Logistics Sector:

- supply with water, food and items of urgent need (e.g. Family KIT, Hygiene KIT, blankets, etc.)
- arrangement of border procedures, such as immigration, visa and customs
- organization and coordination of the further transport to the home country

For the running of the SH the hiring of local personnel might be necessary.

Point of Exit (PE)

Within the PE the main task is to ensure a smooth check-in of the affected persons. The staff at the PE should also monitor the outgoing number of affected persons and report them to the National Coordination Point.⁴⁵

Flight Logistics

During the operation, there is a high probability that the transport of the affected persons to their home country will be by air. Therefore it is extremely important, that the Logistics Sector ensures all necessary arrangements for air transportation taking into account the rules that govern work at an airport. (see specific advises in annex 7).

⁴⁵ At best including a copy of the Passenger Manifest, so that the National Coordination Point always has an overview about the outgoing persons.

2.3.2. Medical and Psychological Sector

The response must rely on the previous assessment and integrate in the existing structures, such as medical facilities, either local or facilities provided by international relief organisations.⁴⁶

To obtain detailed information about the medical condition of affected persons, a prepared questionnaire can be useful. Another useful tool for identification can be photographs. Therefore the Medical Sector should be supplied with a suitable quantity of cameras by the Logistic Sector. A common triage and tagging system throughout the National Teams would increase the efficiency within the Medical Sector. (see annex 8)

The dissemination of the medical information to the responsible authorities in the home countries using predefined reporting lines is very important to ensure the further deployment of appropriate resources including MEDEVAC, as well as to plan the further treatment in the home countries.

First Contact Point(s)

The main task of the Medical and Psychological Sector at the FCP is to deliver first aid to the affected persons in need. The main issue is to ensure the organisation of adequate transport facilities for injured persons in coordination with the Logistics Sector and to stabilise injured persons for the transport. Special emphasis should be given to elderly or handicapped people and other potential vulnerable groups.

Gathering Point(s)

At the gathering point(s) injured persons should get additional medical treatment before they are transported further on. The possibility for a first psychological mentoring should be taken into consideration.

⁴⁶ It is necessary to liaise with other National Teams to ensure a coordinated deployment and sharing of information.

Safe Haven/ Point of Exit

At this stage the Medical and Psychological Sector should continue medical treatment, monitor the medical condition, prepare injured persons for the transfer to their home countries and stabilise persons for MEDEVAC.⁴⁷

2.3.3. Information Management Sector⁴⁸

The Information Management Sector is responsible for the provision of the right information to the right stakeholder at the right time. Therefore a clear reporting and information line within every nation is very important to avoid any misunderstandings or even the loss of information.

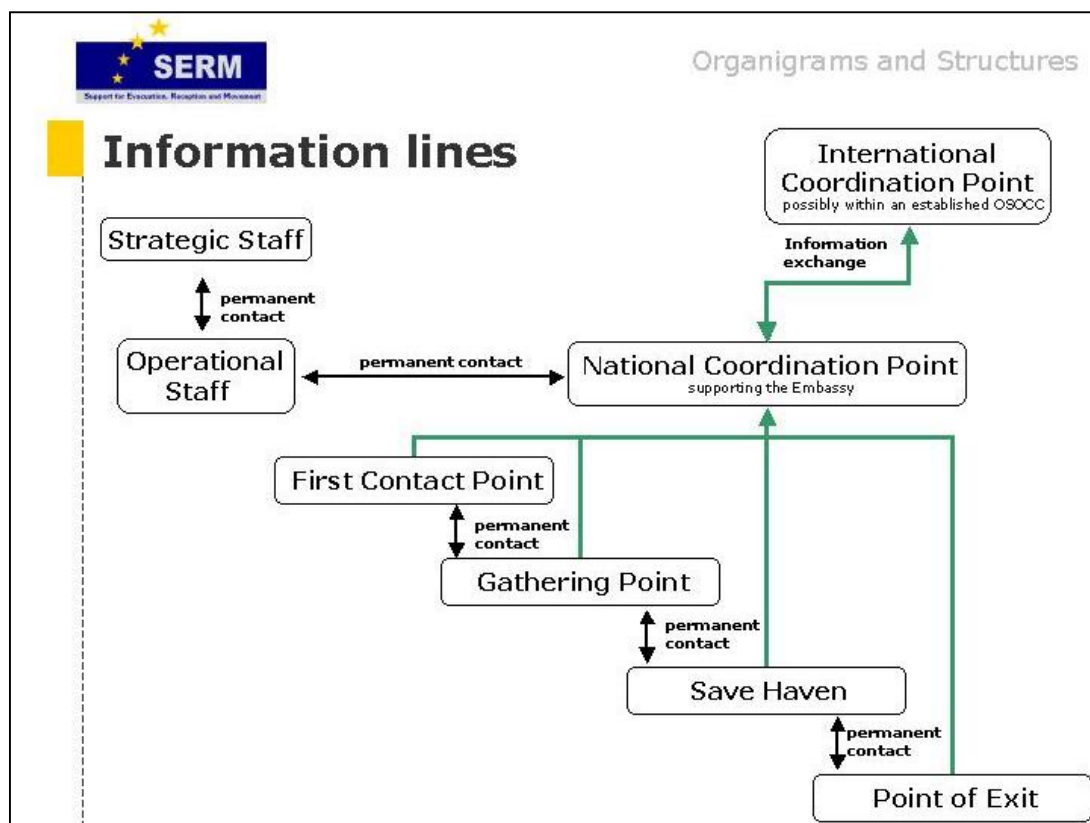


Fig 9: Overview about a possible “exchange of information chain” - own illustration

⁴⁷ The specification of the medical care during the (air) transport must be described and handed over to the medical staff on the flight back home.

⁴⁸ “Application of management techniques to collect information, communicates it within and outside the organization, and processes it to enable managers to make quicker and better decisions.” (businessdictionary.com:); “A method to use technology for collecting, processing and condensing information with a goal of efficient management” (bitpipe.com:)

The Information Management Sector should identify international organisations on site and responsible Ministries of the affected country which could be helpful in gathering information. Information networks, especially on an international level as for example established by the UN or EU etc., or web based platforms (see annex 9 & 10) could also provide useful data and information for the different Sectors.

The information should cover the following areas:

- how many nationals or EU citizens are affected/ living in the affected area (any known national communities / schools / Universities / etc.)
- is there any information about nationals or EU citizens, who are trapped in the affected area, if so, how many and where
- is there any information about vulnerable groups with special needs
- are there serious incidences regarding safety and security issues (especially against EU Citizens or international organisations)
- see also annex 11

All information should be verified, analysed, visualised and distributed according to the needs of the specific Sectors as well as to the needs of the Operational and Strategic Staff in the home country. Information provided to the home country or the international community should be channelled via the National Coordination Point at the embassy. It has to be taken into account, that information sent back to the home country is necessary for preparing the arrival and the further treatment of the persons, transferred back to their country of origin. Therefore the information content is more than a general situation report and includes exact details about the affected persons. (see annex 12)

All gathered, verified and non restricted information should be shared with the International Coordination Point to ensure a coordinated operation, the saving of resources and avoid lack of information (see annex 13). The exchange of information

through several channels, like regular meetings, emailing lists or other web based platforms (vOSOCC, etc.) with other involved actors is also a task of this Sector. The proactive distribution of information to the media via regular press releases is an additional, but nevertheless important point. This has to be done in agreement with the embassy.

First Contact Point(s)

The Information Management Sector is responsible to get a first overview of the number and condition of the incoming affected persons. This information has to be quickly communicated to the next level (e.g. gathering point). The IMS should be supported by the Administration Sector.

Gathering Point(s)

Another important task for the IMS is to collect further information about the affected persons (names, origin, medical and psychological status, etc.). The verification of the data and its update must be done in close collaboration with the Consular Affairs Sector. In addition, information about missing persons and extensive details of the situation in the affected area should be gathered (see an example of a Registration List in annex 14).

The distribution of information to the affected persons in this stage is also very important. The affected persons should be informed about the next steps, support facilities, etc.⁴⁹

Safe Haven/ Point of Exit

At the SH and especially at the PoE the information about who is transferred to what destination in which condition⁵⁰ is most important to ensure an adequate reception in the home country.

⁴⁹ Prepared flyers or posters could be a good tool.

⁵⁰ Medical treatment during the flight and medical need at the final destination should be mentioned.

The distribution of the above mentioned information on a predefined way – e.g. prepared contact lists with all necessary contact details – (see example in annex 15) is very important to ensure a fast communication of the information.

2.3.4. Communication and Administration Sector

The Communication and Administration Sector mainly has the task to support the Logistics and the Information Management Sector.

The tasks are to set up or maintain reception desks and facilitate the set up of improvised offices as well as all kinds of administrative support, e.g. processing collected data. Concerning the processing of the collected data, data protection regulations have to be taken into account. It therefore should be agreed on certain procedures for the distribution of the data. To ensure an efficient management of the data all data files should be stored with a clear naming⁵¹.

This Sector should be already deployed together with the National Assessment Team to ensure their communication and administration capacities from the very first moment. Furthermore especially the Communication part of that Sector could be used to reinforce the communication structure of the embassy and also – in cases where the communication infrastructure is destroyed – to set up an emergency communication infrastructure. Additionally the Administration part of the Sector could offer an extended administration support to the embassies, as for example the preparation of situation reports and situation maps.

The Communication and Administration Sector ensures the internal and external communication of the whole National Team and has in addition different tasks depending on the location in the chain of evacuation, reception and movement operations.⁵²

⁵¹ e.g. 101315Jun2010_GP_Persons, Translation: This file is stored/sent at 10 June 2010 at 13:15h by the Gathering Point, and contains the details of affected persons. More specifications could be added.

⁵² Within all stages of the operation it is the responsibility of this Sector to assure a clear visibility of the National Team / reception desks via posters or flags.

First Contact Point(s)

The Administration and Communication Sector supports the Logistics Sector in setting up or maintaining a reception desk. Furthermore the Administration part of the Sector supports the Information Management Sector in getting a first overview of the number and condition of incoming affected persons by providing and filling in the suitable templates. The Communication part of the Sector ensures a transmission of this information to the relevant levels.

Gathering Point(s)

The Administration and Communication Sector supports the Logistics Sector in setting up or maintaining an improvised office. It supports from an administrative side the Information Management Sector in collecting and verifying more detailed information about the affected persons and in informing the affected persons about next steps. The transmission of all data to the relevant next levels lies within the responsibility of the Communication part.

Safe Haven / Point of Exit

The main task of the Communication and Administration Support Section in this area is to support the consular affairs staff by providing all documents to the affected persons, which are necessary for their transfer back to their country of origin.

2.3.5. Consular Affairs Sector

The Consular Affairs Sector closely cooperates with the embassy or the MoFA in charge of all consular aspects of the operation and is supported by the other Sectors. One of the main tasks of the Consular Affairs Sector begins at the Gathering Point(s). During the verification and update of the registration list, their task is to verify the given information of the affected persons.

An other main task of this sector is to issue alternative travel documents at the Safe Haven respectively at the Point of Exit to ensure a repatriation of the affected persons.⁵³

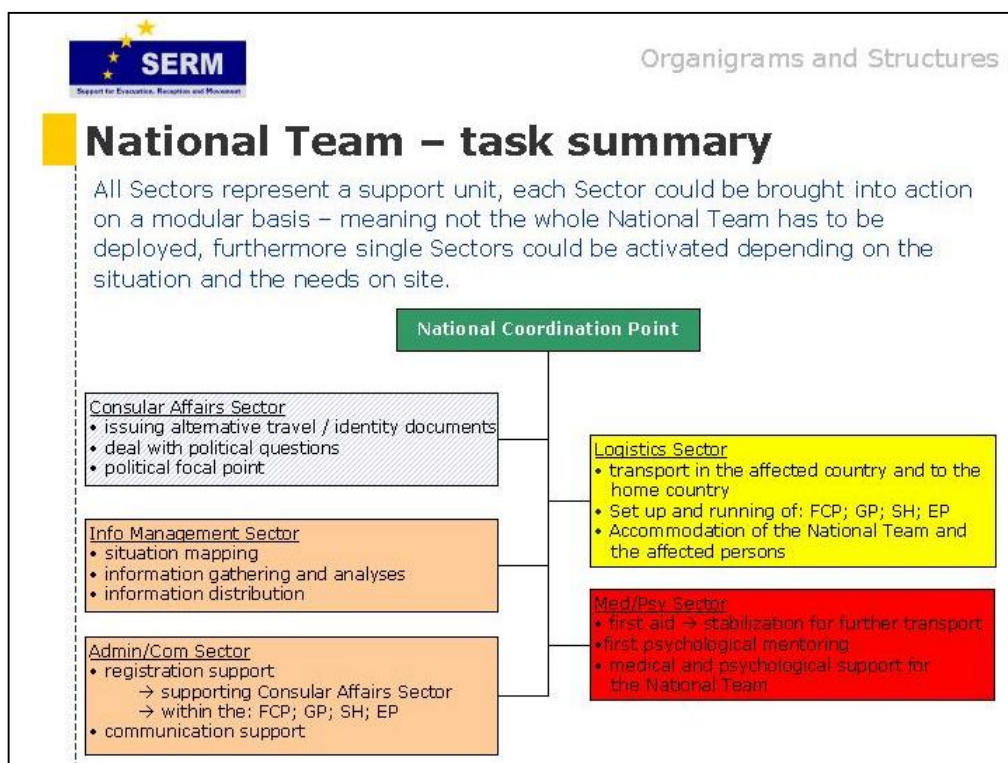
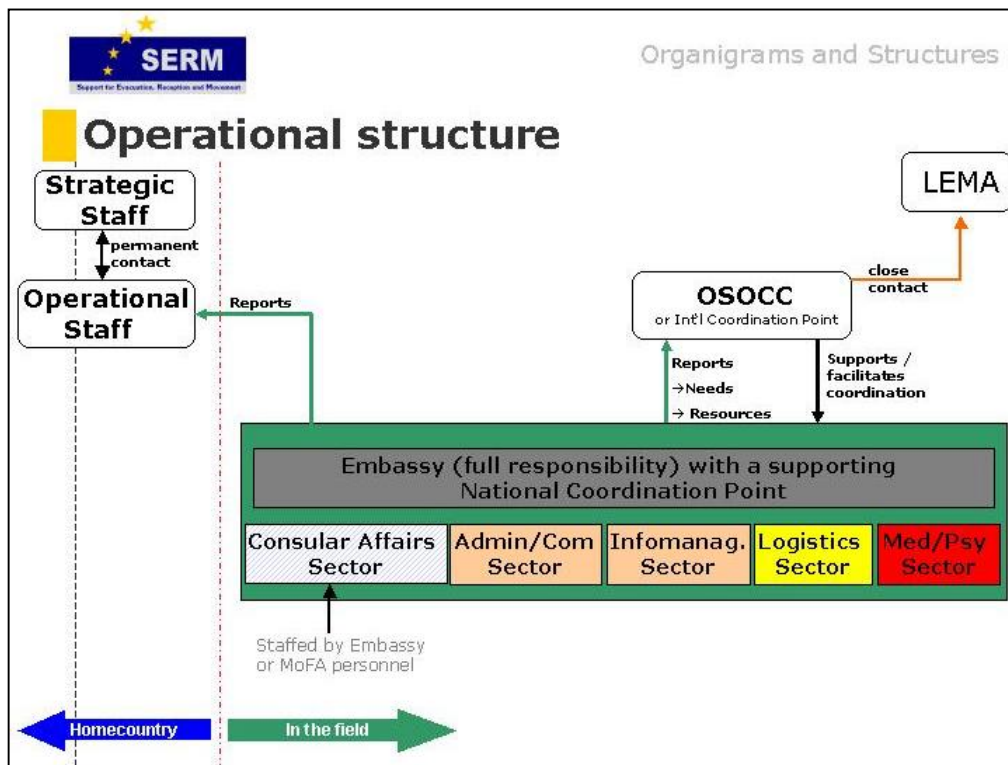
2.4. Contingency plans in third countries

Following the Guidelines on Consular Protection of EU Citizens in Third Countries⁵⁴ embassies should develop and regularly update local contingency plans for crisis management. Planning mission to regions with a high potential for a disaster or evacuation situation could be conducted by different stakeholders activated in crisis situations to collect or verify appropriate information in beforehand. These missions should identify Gathering Points, Safe Havens and Points of Exit for the evacuation and reception of affected nationals. These plans should be exchanged and coordinated with all resident EU Member States embassies to avoid duplications and achieve synergetic effects. Hereby the EU Delegations and the European External Action Service could play a central role. In the case of a disaster the contingency plan – including detailed contact lists should be available to the incoming National (Assessment) Team.

⁵³ These documents could be provisional identification documents or visas if they are missing their own passport.

⁵⁴ Guidelines on consular protection of EU citizens in third countries 5 November 2010 – COCON 40 PESC 1371

2.5. Fig 10 & 11: Summary and Overall Structure (own illustrations)



3. PART III – International Approach

International cooperation and coordination may contribute to a timely and effective national evacuation, reception and/or movement operation. Increasing travel activities of EU-citizens (1.3.1.), the experiences gained in former operations (1.3.4.) and the results of the survey within this project (1.3.5) strongly suggest the potential benefits of finding an international approach towards this topic. Legal documents (1.4.2.), guidelines agreed on EU level (1.4.4.), the Lead State Concept (1.4.3.) and various discussions on EU-level (1.3.3.) prepare the legal framework for the development of such an approach.

During the SERM project representatives coming from Ministries of Foreign Affairs, the Police and Civil Protection Authorities shared their specific perspectives on the topic and agreed on synergies which could derive from enhanced cooperation and coordination on an international level, while simultaneously not interfering with the national responsibility for such operations. It has to be understood as a supplementary element in an overall approach leading to synergetic effects and therefore more efficiency.

3.1. International Coordination Point

In order to support or facilitate cooperation and coordination between the National Teams (see Part II), it is necessary to identify their needs and - as a result - the tasks of an international coordination. On this basis a structure to serve the needs and fulfil those tasks has to be defined.

During the second workshop, participants suggested to refer to such a facilitation of coordination in this specific environment as an International Coordination Point. The participants suggested that the focus of international coordination would lay on gathering, processing and distributing information. Therefore it is useful to identify, which information has to be delivered to the International Coordination Point and which will be provided by the International Coordination Point:

a) Information to be provided by the International Coordination Point	b) Information to be provided by the National Team
<ul style="list-style-type: none"> - Overall situation report gathered from various sources (e.g. country information) - Logistics capacities on site (e.g. car rentals, airports, etc.) - Medical facilities and medical transport - Safety and security issues (known threats) - Overview of number, location, condition and specific needs of EU citizens - Channel specific information about affected nationals gathered from other actors to the relevant National Teams - Involved countries and overview of National Teams and their respective resources including (personnel, equipment, contact details) - Contact lists⁵⁵ of all relevant actors and authorities (embassies, UN representatives and agencies, local contacts, etc.) - Media Management (Policy/Restrictions); - etc. 	<ul style="list-style-type: none"> - Information of National Team (size, capacities, location, tasks, special capacities, etc.) - Communication channels of the team, contact lists (email addresses, phone numbers, radio channels, satellite phone numbers, etc.) - number, location, condition and specific needs of affected nationals - Number, location, condition and specific needs of other EU-citizens - Situation reports on specific areas of action, permanently updated. - Available resources and capacities provided by the National Team (e.g. flights, medical care, accommodation, etc.) - Locally available resources (transport capabilities: ambulances, taxis, car rent, busses, trains, helicopters, medical supplies, etc) - etc.

⁵⁵ They should not be used as a general communication channel, because this would result into a work-overload for the local authorities and organizations.

The main tasks deriving from this analysis of informational needs for an International Coordination Point are:

- Liaising with other bodies potentially involved in the operation (e.g. EU-delegation, embassy of MS holding the Presidency, UN-agencies, ICRC, IFRC, local authorities, etc.)
- Organization of meetings and teleconferences
- Establishing platforms in order to exchange information about needs and available resources (e.g. seats in a chartered flight, transport capacities, accommodation, etc.)
- Identification of general needs which cannot be matched by the involved National Teams and process a request to the international community. Further civil protection capacities could be activated as for example AMP, ETS or other resources (see chapter 1.5)
- Establishing and updating the situation regarding evacuation, reception and movement operations of the different National Teams
- Drafting an overall situation report (including safety and security aspects) to be shared with the relevant actors (see annex 16)
- etc.

3.2. The OSOCC model

The guidelines⁵⁶ and the concept for an On-Site Operations and Coordination Centre (OSOCC) has been widely recognized as an applicable tool for coordination of international humanitarian operations and has been utilized many times when responding to emergencies. They have been developed by the United Nations Office for Coordination of Humanitarian Affairs (OCHA) and the International Search and Rescue Advisory Group (INSARAG), in cooperation with the International Federation of Red Cross and Red Crescent Societies (IFRC), the United Nations Disaster Assessment and Coordination (UNDAC) system and experts from international USAR-teams.

⁵⁶ OSOCC guidelines 2nd edition, 2009 (see Annex 17)

Along these Guidelines an OSOCC is a coordination structure designed to assist the Local Emergency Management Authority (LEMA) of the affected country with coordination and facilitation of international humanitarian assistance.

The OSOCC will assess the need for and use of international resources, and provide support to the affected country in managing operations and logistical support for international teams and registering their operational capabilities, with the focus on direct relief operations, e.g. urban search and rescue operations.

According to the guidelines an OSOCC has three primary objectives:

1. "To act as a link between international responders and the Government of the affected country
2. To provide a system for coordinating and facilitating the activities of international relief efforts at the site of a disaster; ...
3. To provide a platform for cooperation, coordination and information."

OSOCC are in general established by UNDAC teams (or first arriving USAR teams), often in cooperation with EUCP-Teams or directly by EUCP teams, when the United Nations are not present.⁵⁷

Looking at the tasks of an International Coordination Point in evacuation, reception and movement operations and the potential of an OSOCC the participants of the workshops within this project unanimously agreed to use the OSOCC model for the on site "supporting consular assistance to EU citizens in major emergencies in third countries, regarding civil protection activities", as laid down in the Council Decision establishing a Community CP Mechanism from 8th November 2007.

This approach fits to the already established and still ongoing integration of EU and UN structures and procedures. In the adoption of the "Council Conclusions on strengthening relations between the European Union and the United Nations as re-

⁵⁷ Art. 8, 7; 2nd par of the Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism (recast) 2007/779/EC, Euratom

gards disaster response capacity”⁵⁸ it is underlined *“that the operational coordination of EU civil protection interventions shall be fully integrated with the overall coordination provided by the UN, and in particular by UNOCHA, when it is present, and shall respect its leading role”*. Furthermore it welcomes the *“improving cooperation between EU Coordination and Assessment teams and the UN-OCHA teams deployed on the ground and encourages further strengthening of this cooperation”*.

Nevertheless, evacuation, reception and movement operations may require a separate EU response or coordination due to the specific requirements of such operations (see 3.3). A *“setting up of a separate team office for the EU Civil Protection team, which is normally done at the premises of an EC Delegation...”*⁵⁹ is also foreseen as an option in regard to UN / EU cooperation.

The same applies for different information, where *“situation reports will most likely be done separately due to the different needs and priorities of the stakeholders”*.⁶⁰

3.3. Options to establish the International Coordination Point

In order to facilitate the most efficient performance of an International Coordination Point in evacuation, reception and movement operations its location has to be adaptable to the needs depending on the scenario. Bearing in mind the ongoing process of the development and establishment of the European External Action Service (EEAS) and the increasing role of EU-Delegations, these should be fully integrated in this decision process: *“Considering that appropriate coordination must be ensured at the EU level taking into account the roles of the Commission, the High Representative for Foreign Affairs and Security Policy and the European External Action Service, under the institutional architecture and responsibilities defined by the Lisbon Treaty”*⁶¹

⁵⁸ Council Conclusions of 27 October 2008 on strengthening relations between the European Union and the United Nations as regards disaster response capacity, 14795/08

⁵⁹ Operational guidelines for field cooperation between EU Civil Protection and UNDAC teams of December 2009

⁶⁰ Operational guidelines for field cooperation between EU Civil Protection and UNDAC teams of December 2009

⁶¹ Council conclusions of 14 December 2010 on the Communication from the Commission to the European Parliament and the Council - Towards a stronger European disaster response: the role of civil protection and humanitarian assistance, 3060th GENERAL AFFAIRS Council meeting

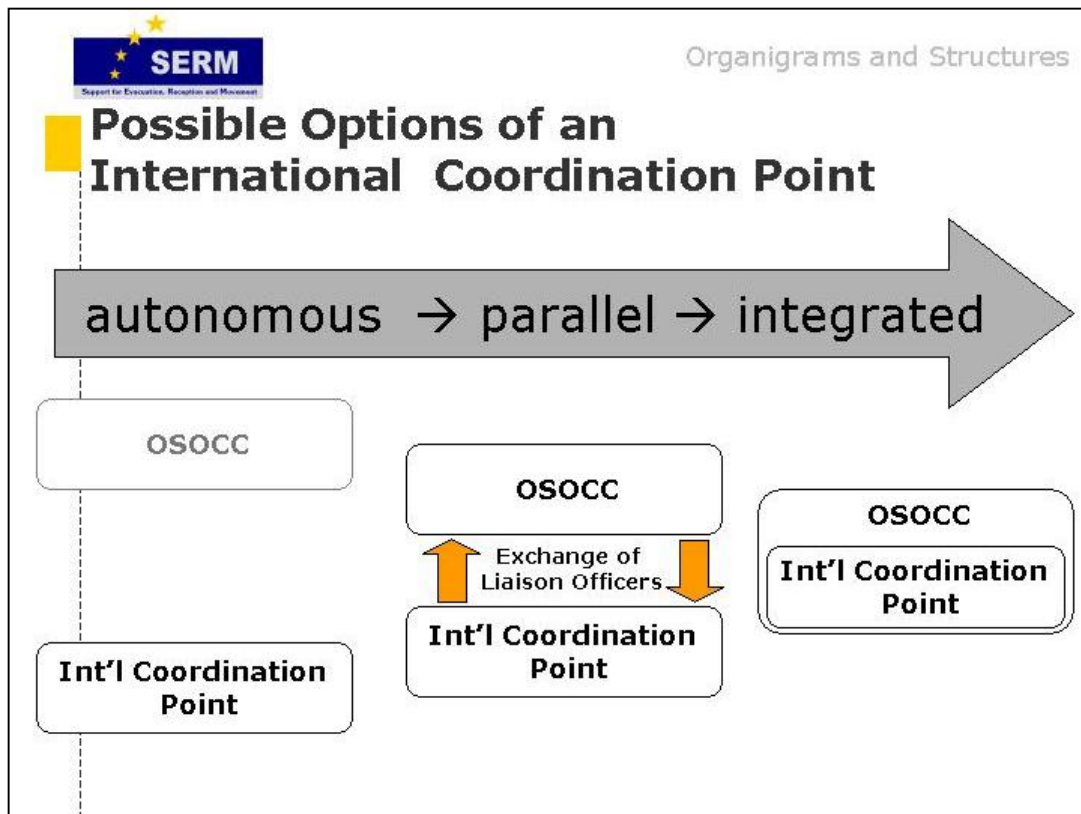


Fig 12: Possible location of an International Coordination Point - own illustration

3.3.1. Autonomous International Coordination Point

If the consular crisis appears independently of a humanitarian disaster or locally or timely distinct from it, the establishment of an International Coordination Point would follow the OSOCC model without being part or linked with an OSOCC serving humanitarian needs. Examples for such scenarios would be the Lebanon crisis 2006, where the evacuation of EU-citizens was channelled via Cyprus (locally distinct from the actual crisis) or the Mumbai attacks 2008 (no humanitarian intervention). In this context the EU-Delegation may serve as a suitable location for the International Coordination Point.

3.3.2. Parallel to an OSOCC

If the consular crisis occurs simultaneously to a humanitarian intervention which leads to the establishment of an OSOCC, but potential synergies are not to be ex-

pected to a greater extent or circumstances do not allow a full integration (e.g. lack of space, separate locations due to different operational areas) it could be useful to establish an International Coordination Point in parallel to an OSOCC.

Nevertheless both structures should be linked (e.g. via Liaison Officers, exchange of information, meetings etc.) as described in the OSOCC Guidelines (see figure 11). A scenario could be a natural disaster where the most affected area would be the focus of international humanitarian assistance and therefore the location of the OSOCC, whereas the need for international coordination within evacuation operations would be distinct locally, for example close to the Point of Exit and/or the location of embassies and consulates. If consular operations have to be carried out with essential use of police and/or military forces this could also be a reason for a distinct location from humanitarian coordination in order to allow the differentiation of those activities according to the Oslo⁶²- and MCDA⁶³ Guidelines.

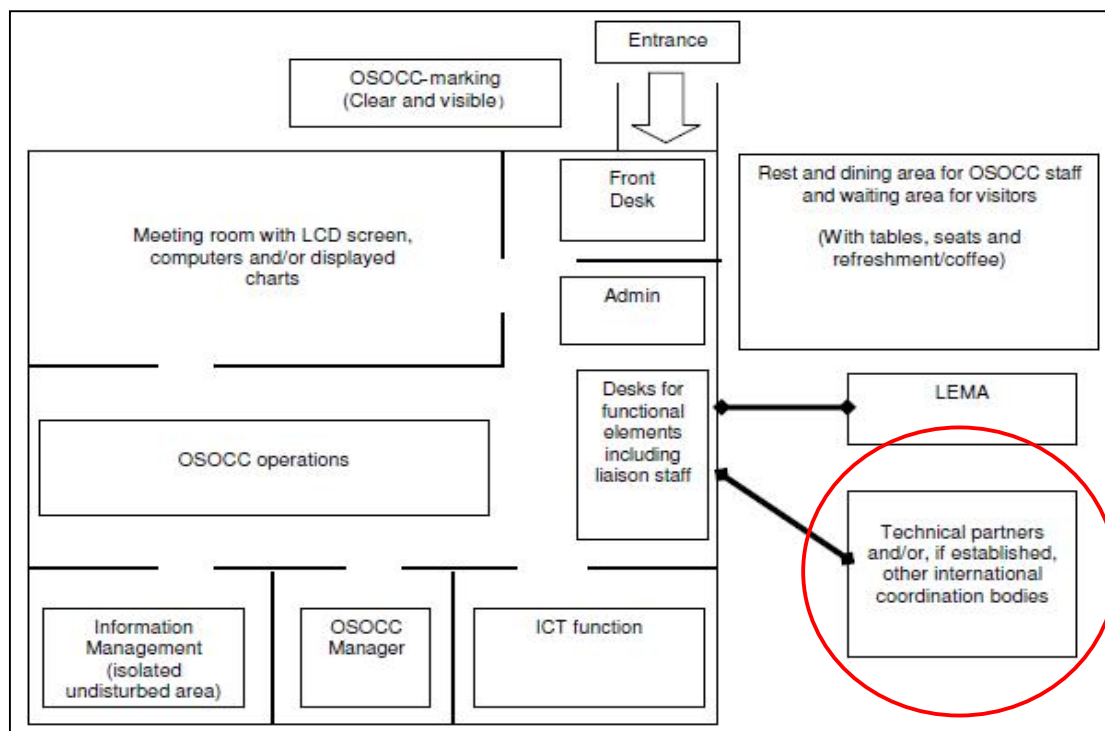


Fig 13: Parallel establishment of an International Coordination Point – from: OSOCC Guidelines 2nd ed 2009

⁶² Guidelines on The Use of Military and Civil Defence Assets In Disaster Relief – “Oslo Guidelines” updated November 2006

⁶³ Guidelines on The Use of Military and Civil Defence Assets To Support United Nations Humanitarian Activities in Complex Emergencies - March 2003 Revision I January 2006)

3.3.3. Integrated Cell in an OSOCC

Whenever restrictions as described above do not occur and synergies from a very close coordination of humanitarian and consular operations are to be expected, the International Coordination Point should be fully integrated into a humanitarian OSOCC. In order to stay focused on the respective tasks and aims of humanitarian and consular operations the International Coordination Point for consular operations should be a distinct cell within the OSOCC. Nevertheless this cell could on one hand rely on the outcome of the different functions of the OSOCC (e.g. general information about the situation, logistics, communication channels, etc.). On the other hand a close coordination within the OSOCC avoids duplication of efforts and competition for bottleneck resources. It is already stated in the Council Conclusions from December 2010⁶⁴ that "...improved cooperation with other international bodies should minimize duplication of effort."

3.4. EU Civil Protection Experts staffing International Coordination Point

The International Coordination Point should be set up and run by EUCP Experts, deployed in the Framework of the EU Civil Protection Mechanism. They should be fully aware of this concept and be trained in the Operational Management Course (see Part IV).

The support of consular affairs is one of the tasks of the EU Civil Protection Mechanism as laid down in the Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism. One of the resources, available within the Mechanism are Coordination Experts, who are trained on *"facilitating, when necessary, coordination of civil protection assistance operations on site and liaising, when necessary and appropriate, with the competent authorities of the State requesting assistance."*⁶⁵ By implementing further training components into the existing curricula, their operational spectrum can easily be enlarged to the coordination of civil protec-

⁶⁴ Council conclusions of 14 December 2010 on the Communication from the Commission to the European Parliament and the Council - Towards a stronger European disaster response: the role of civil protection and humanitarian assistance, 3060th GENERAL AFFAIRS Council meeting

⁶⁵ Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism (recast) 2007/779/EC, Art 5, 4b

tion means supporting consular operations. Simultaneously EU-CP experts can easily be integrated into OSOCC structures as they are trained to work according to this model. Therefore “better and strengthened contributions to the efforts of central international players, in particular with the UN, by optimising synergies and information-sharing, inter alia through the deployment and secondment of EU staff to the local UN coordination system”, as laid down in the Council Conclusion from December 2010⁶⁶, can easily be achieved.

3.4.1. Activation of an International Coordination Point

In consular crisis there are several options how a request for the establishment of an International Coordination Point via the European Community Civil Protection Mechanism could be delivered:

1. If the state where the incident leading to a consular crisis occurs is overwhelmed by the requests for the use of its national resources, the delivery of information, etc., it could ask for the coordination of these needs via an EUCP Team as it was the case in Cyprus during the Lebanon crisis 2006.
2. If Member States which have nationals affected and expect benefits of the deployment of an EUCP Team, they can ask for it via the MIC. This could result in synergies if citizens of several Member States are affected.
3. In addition to the established procedures described above it should also be possible for EU Delegations in the state, where the incident leading to a consular crisis occurs, to ask for a EUCP Team via the MIC, if they see the need for coordination of civil protection assets supporting consular operations.

⁶⁶ Council conclusions of 14 December 2010 on the Communication from the Commission to the European Parliament and the Council - Towards a stronger European disaster response: the role of civil protection and humanitarian assistance, 3060th GENERAL AFFAIRS Council meeting

4. PART IV – Training

Training the experts on consular crisis management and the potential use of civil protection means in order to support these operations is essential for an efficient cooperation of these two fields on site and on headquarter level. First of all an awareness of the capabilities and limits of both partners should be achieved. Another aspect is the knowledge about procedures and standards in both fields. Simultaneously in trainings and especially in exercises a network between the different actors can be established and enhanced. Thus training is essential on a national level as well as on the international one.

Therefore aspects of supporting evacuation, reception and movement operations should generally be integrated in the international training for civil protection staff at national as well as at international level. On the other hand, within the training for diplomats, lectures about civil protection, specific aspects about civil protection means and their capabilities should be included.

To maintain a good cooperation between civil protection experts and the consular side, it is of high importance that both sides are involved in their respective trainings and exercises.

4.1. National Training

In all Participating States within the framework of the Community Civil Protection Mechanism civil protection experts are prepared for international missions in special trainings and exercises. Nevertheless, there are significant differences between the national training systems and the different curricula.

Nevertheless one common objective for the national trainings is to prepare the key staff for their specific tasks and responsibilities in actual missions. For example personnel being responsible for logistics should apart from a basic knowledge about working in an international environment be trained specifically in logistics including procurement procedures, handling of transport, etc. All of these specialists also have

to be personally prepared in regard to their health preparation (vaccinations, personnel stress level, etc.) which should also be included in the training (see annex 18).

The experts furthermore have to be trained to efficiently within a national team, which means to know the different sectors and their interfaces. This has to include the capability of leadership and decision making. In order to act efficiently in an international environment the experts should be aware of international actors, potential partners, standards and coordination and cooperation structures.

In regard to the support of consular operations civil protection experts need to be trained in specific aspects of consular affairs. This must include lectures about the mandate, assignment, organisation and the national structures during evacuation, reception and movement operations and their specific role within a National Team. Special emphasis has to be put on the task and responsibilities of the Foreign Ministries, Embassies and especially the Consular Affairs Sector. Thus an important aim of this special training is to create a mutual understanding of the different sectors within the National Team and to improve personal competencies ensuring a complementary and compatible operation.

The national trainings - composed of lectures, exercises and role-plays have to be adapted to the respective national training structures and systems in the Participating States. A detailed description on how such a training could be conducted is to be found in annex 19. The proposed curriculum can be used as a guidance document for establishing or enhancing national trainings.

4.2. International Training

In regard to international trainings two main target groups can be identified:

1. Key personnel of National Teams in order to prepare them to work in an international environment and its respective interfaces with their specific tasks within the National Team

2. Coordination experts within the Community Civil Protection Mechanism in order to prepare them to work in an International Coordination Point in consular operations (as described in Part III)

In regard to the key personnel of the National Team international trainings might be identified that already exist in different areas. Additionally the development of a three days special course (SERM training for National Team Leaders, see annex 20) could enhance a common knowledge about the needs within consular operations. The objectives are to increase the awareness of the Community Mechanism, about International Actors in the Field and to increase and share the knowledge about the different National Teams. Furthermore the key positions should get an adequate knowledge about international response systems and coordination mechanisms, and an enhanced teamwork capability in a multi-cultural and multi-disciplinary international arena.

In regard to the coordination experts the training programme within the EU Civil Protection Mechanism prepares EUCP experts for taking over their role as defined in the Council Decision from November 8th 2007:

“Where assessment and/or coordination teams are dispatched, they shall facilitate coordination between intervention teams and liaise with the competent authorities of the requesting Member State.”⁶⁷

The crucial course to take over coordination responsibility within this multi-step training programme is the Operational Management Course. The focus of the course is on coordination. The course also includes training internationally agreed guidelines and procedures, planning, information management and describes how key partners work on an operational level, as well as ethics and code of conduct. (see for more details annex 21)

The integration of topics regarding consular responsibilities, principles and activities within the OPM Course seems most suitable.

⁶⁷ Art 7, 6 of the Council Decision of 8 November 2007 establishing a Community Civil Protection Mechanism (recast) 2007/779/EC

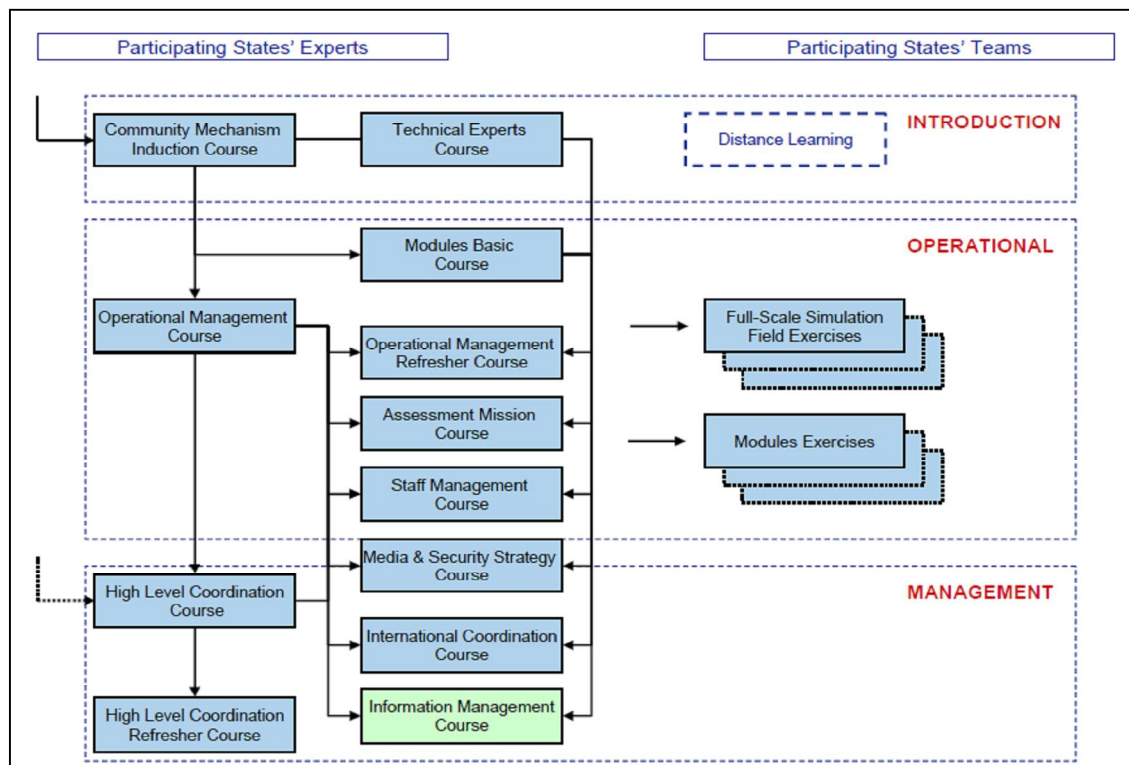


Fig 14: Scheme of the EUCP Training Programme – from: The European Community Civil Protection Mechanism Training Programme

Integrating consular actors and their tasks and responsibilities in the OPM course in the part regarding international actors and partners would lead to a broader understanding of evacuation, reception and movement operations as a possible scenario. The additional integration of the presented International Coordination Point in the parts Information Management and Staff Organisation and Field Coordination could cover the structure, tasks and responsibilities of an International Coordination Point.

This integrative approach would lead to a maximum synergy between the existing system and the described tasks in an International Coordination Point.

At the same time key consular staff could use the possibility to participate in the Civil Protection training programme e.g. in the OPM, SMC, ICC, HLC etc. This would lead to a common understanding and knowledge about the EU Civil Protection System, the available resources and the structures.

4.3. Exercises

Exercises on both national and international level are of high importance for all involved actors. Simulation exercises as well as other types of exercises could be designed as field or table top exercises improving the cooperation and coordination on site, as well as the skills of National Teams and Coordination Experts as well as actors in the field of consular affairs. Every exercise provides a learning opportunity for all actors and should be based on the previous training. Contingency planning, decision-making procedures, provision of information to the public and the media as the main topics during operations could be tested and trained.

Moreover, exercises help to identify further training needs for the staff involved in operations, while lessons-learnt workshops organised in parallel can serve as a forum to identify operational gaps to be improved.

Table top exercises are cost efficient and an excellent tool to exercise all relevant actors (Civil Protection Experts, Consular Affairs Experts, National Police Experts, NGOs, etc) in evacuation reception and movement operations on a national level as well as on a international level. The involvement of the national ministries and headquarters in those exercises would also train the interaction between field staff and home based staff (e.g. comparable with the Modules Tables Tops Exercise).

Based upon the results of table top exercises which would apart from its training aspect also lead to a enhanced understanding of standard operating procedures, organizational structures, etc. within field operations, full scale field exercises could be developed.

The designing, development and conduction of table top exercises as well as full scale field exercises should be an integral part in the implementation of the SERM concept and its adoption for actual operations.

5. Acronyms and Abbreviations

The following table contains more abbreviations than used in this concept, but this table should not only serve as a tool for this concept, it should give the user a general overview about the abbreviations and acronyms used in the international environment of civil protection operations.

APHP	Asia-Pacific Humanitarian Partnership
ASC	Area Security Coordinator (UNDSS)
ASEAN	Association of Southeast Asian Nations
AU	African Union
AUSAID	Australian Agency for International Development
CAP	Consolidated Appeals Process (UN)
CBOs	Community-Based Organisations
CCA	Common Country Assessment (UN)
CCCM	Camp Coordination and Camp Management
CCPM	Community Civil Protection Mechanism (EU)
CERF	Central Emergency Response Fund (UN)
CECIS	Common Emergency Communication Information System (EU)
CIDA	Canadian International Development Agency
CIMIC	Civil-Military Cooperation (military)
CMcoord	Civil–Military Coordination (civilian)
CPFI	Civil Protection Financial Instrument
DART	Disaster Assistance Response Team (US)
DEMA	Danish Emergency Management Agency (Denmark)
DFID	Department for International Development (UK)
DG COMM	Directorate-General for Communication (EC/EU)
DG ECHO	Directorate-General for Humanitarian Aid and Civil Protection
DG ENV	Directorate-General for the Environment
DO	Designated Official (for UN security in-country)
DRR	Disaster Risk Reduction
DSA	Daily Subsistence Allowance
EADRCC	Euro-Atlantic Disaster Response Coordination Centre (NATO)
EC	European Commission/European Community
EMSA	European Maritime Safety Agency (EU)
ERU	Emergency Response Unit (IFRC/national RC/RC societies)
ESA	European Space Agency

EU	European Union
FACT	Field Assessment and Coordination Team (IFRC)
FAO	Food and Agriculture Organization
FEWSNET	Famine Early Warning System Network
GBV	Gender-Based Violence
GDACS	Global Disaster Alert and Coordination System
GIST	Geographical Information Support Team
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HAP	Humanitarian Action Plan
HAZMAT	Hazardous Materials
HC	Humanitarian Coordinator
HDR	Human Development Report
HF	High Frequency
HIC	Humanitarian Information Centre (OCHA)
HIV/AIDS	Human Immuno-deficiency Virus/Acquired Immuno-deficiency Syndrome
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
ICT	Information and Communication Technologies
IDP	Internally Displaced Person
IFRC	International Federation of Red Cross and Red Crescent Societies
IHL	International Humanitarian Law
IM	Information Management
IHP	International Humanitarian Partnership
ILO	International Labour Organization
INEE	Inter-Agency Network on Education in Emergencies
INGOs	International Non-Governmental Organisations
INSARAG	International Search and Rescue Advisory Group
IRIN	Integrated Regional Information Network
IOM	International Organization for Migration
IT	Information Technology
JEU	Joint UNEP/OCHA Environment Unit
LEMA	Local Emergency Management Authorities (or agencies)
MCDA	Military and Civil Defence Assets
MIC	Monitoring and Information Centre (EU)
M&E	Monitoring and Evaluation
MoD	Ministry of Defence
MoFA	Ministry of Foreign Affairs
MoH	Ministry of Health

MoU	Memorandum of Understanding
MREs	Meals Ready to Eat
MS	Member State (EU)
MSB	Swedish Civil Contingencies Agency (former SRSA, Swedish Rescue Services Agency)
MTs	Metric Tons
NATO	North-Atlantic Treaty Organization
NCDs	Non-Communicable Diseases
NFIs	Non-Food Items
NGO	Non-Governmental Organisation
NT	National Team
OCHA	Office for the Coordination of Humanitarian Affairs (UN)
OHCHR	Office of the High Commissioner for Human Rights (UN)
OSOCC	On-site Operations Coordination Centre
PDNA	Post-Disaster Needs Assessment
PHC	Primary Health Care
PLWHA	People Living With HIV/AIDS
PoA	Plan of Action
PoC	Point of Contact
PS	Participating State (in the European Community Civil Protection Mechanism)
RC	Resident Coordinator
RC/RC Movement	Red Cross/Red Crescent Movement
RDRT	Regional Disaster Response Unit (national RC/RC societies)
SAR	Search And Rescue
Sida	Swedish International Development Cooperation Agency
SITREP	Situation Report
SMT	United Nations Security Management Team (for UN in-country)
SOP	Standard Operating Procedures
TAST	Technical Assistance Support Team (CCPM/EU)
ToR	Terms of Reference
UN	United Nations
UN-HABITAT	United Nations Centre for Human Settlement
UNAIDS	United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNDPKO	United Nations Department of Peacekeeping Operations

UNDSS	United Nations Department of Safety and Security
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNHRD	United Nations Humanitarian Response Depot
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNJLC	United Nations Joint Logistical Centre
UNOG	United Nations Office in Geneva
UNOSAT	United National Satellite
USAID	United States Agency for International Development
USAR	Urban Search And Rescue
VHF	Very High Frequency
VOSOCC	Virtual On-Site Operations Coordination Centre
WASH	Water, Sanitation and Hygiene
WB	World Bank (UN)
WFP	World Food Programme (UN)
WHO	World Health Organization (UN)

6. Annexes

The attached annexes to this document are free to be used and adjusted by the Participating States due to their specific regulations and structures. Some of the annexes are provided as an PDF file, because they do not serve as a example, but as an extra information.

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