

International disaster response





Every sovereign state prepares, in its own way, for a response to major disasters. However well prepared, it may happen that a country needs specialist assistance from other countries the scale of the disaster exceeds internal capability. Many countries are willing to provide this assistance. International agreements have been established and organisations founded to make cross-border collaboration in various areas possible, such as providing and receiving assistance in the event of a disaster. As there are many international organisations and alliances, it may be hard to acquire a clear overview. It must also be considered that agreements, organisations and alliances are continuously developing. This knowledge publication is therefore a general indication giving insight into the complex world of international disaster response and role that the Netherlands plays.

Practical examples of international disaster response are the Dutch response to Haiti and the preparations for incoming foreign assistance in the Netherlands during the 2009 EU FloodEx. In addition, the Netherlands has the capability to deploy an Urban Search and Rescue (USAR) module at national, UN or EU levels. In a number of security regions, initiatives have been taken to develop modules that are deployable (at EU level) for rescue operations (EU WaterSave), 'High Capacity Pumping' in case of flooding and water purification. The Netherlands also has various Civil Protection experts, trained by the UN and the EU. They possess a wide range of skills and deploy as assessment, technical and coordination experts and international specialists such as the LTFO, the National Forensic Investigation Team.

The area of activity of international disaster response has its own jargon (mainly English). The most important concepts are listed in the back of this publication.

From local to international

The first response to disasters is usually local. In the Netherlands, the security regions will initially control the incident. To understand how the Netherlands can provide or receive assistance, it is important to know something about the Dutch disaster response structures. The Coordinated Regional Incident-Management Procedure (GRIP), crisis and crisis management and the Security Regions Act of the Information Centre for Security offer adequate information about these structures. But the most important point to know about the subject of 'international disaster response' is the principle that the Dutch disaster response is decentralised into security regions. A separate disaster response

organisation is not used; the disaster response is given by organisations in 'every-day' incidents. Rendering assistance in case of crises and disasters is a scaled-up form of these daily assistance operations. Characteristic for this organisation form is the necessity of administrative and operational coordination of the assistance. In the response phase, this is given by the so-called main structure of the security region. The major parts of the main structure are indicated in the Security Regions Act, and they manage the coordination at the scene of the incident (COPI), the overall coordination of the disaster response is provided by the ROT Regional Operational Team, and the administrative coordination by the GBT (Municipal Policy Team) or the RBT (Regional Policy Team).

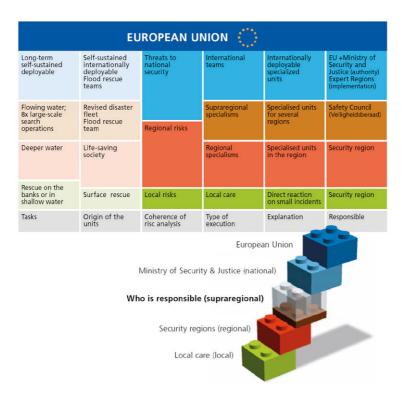


Illustration 1: Disaster response structure (source: Watersave 2011)

Disaster response capacity

Given that organisation of disaster response in the Netherlands is mainly decentralised, the assignment of the disaster response capacity in the Netherlands is also decentralised. Various security regions and organisations manage a large part of their capacity themselves. In addition, specialist equipment is managed at the national level by the Institute for Safety (IFV). The equipment available in the regions is identified and listed by the National Operational Coordination Centre (LOCC). When coordination is needed at national level, the National Coordination Centre comes into action.

When the incident is or threatens to become so extensive that the capacity of the security regions is not adequate, the security regions call in the assistance of other security regions, whether or not via the national level. The same applies when very specialist knowledge or equipment is needed.

When the incident is so exceptional in nature and proportion that it cannot be solved promptly and effectively with the capacity available within the national borders, foreign assistance may be requested. But the reverse applies equally: if arrangements have been made, the security regions may render assistance in responding to disasters in other countries or in trans-border incidents.



Organisations worldwide

Many organisations are active in the field of international disaster response. This knowledge publication is limited to the main actors. The illustration below outlines the major worldwide organisations in the field of disaster response.

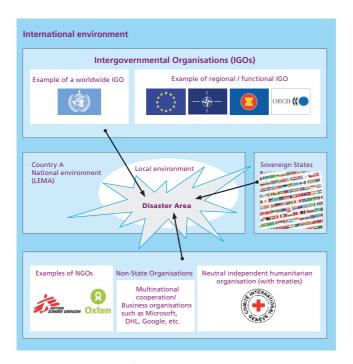


Illustration 2: Outline of organisations

In addition to the EU treaty partners, major international governmental organisations for disaster response and crisis management are the United Nations (UN) and the North Atlantic Treaty Organisation (NATO). Also active in this field are nongovernmental organisations (NGOs) which include the Red Cross, Médecins sans Frontières (MSF) Oxfam, amongst others. The agreements and treaties dealing with crisis management within the EU and the UN have a substantial effect on Dutch rules and regulations.

United Nations

In the United Nations, preparation and response in the event of disasters are initially coordinated by the UN Office for the Coordination of Humanitarian Affairs, UN OCHA¹. The focus of UN OCHA, in collaboration with the affected country, is on coordinating large-scale international assistance activities and flows of funds that get going after a disaster. UN OCHA has a coordination structure and a number of specific systems such as the UN Disaster Assessment and Coordination system (UNDAC)². UN OCHA, especially, coordinates the deployment of UN classified USAR teams by the UN International Search and Rescue Advisory Group (UN INSARAG)³ and auxiliary mechanisms such as an On-Site Operations Co-ordinations Centre (OSOCC). Countries have agreed that the coordination of assistance received from outside the EU is to be carried out by the UN.

An example of an USAR mission is given below.

Large landslide

Several villages had been buried under sand and rubble. The authorities requested international assistance. In consultation, Dutch assistance was required. USAR.NL was alerted and staff were briefed on their way to the airport, while the full kit (equipment and tools) was being loaded. Twenty-four hours after the alert, USAR.NL arrived at the site and started search and rescue activities in the designated area. The rescue groups relieved each other. Effective searching was possible thanks to tracker dogs and cutting-edge search and rescue material. Nurses gave the first medical aid to the victims and the wounded were then transferred to the local medical chain. Unfortunately, fatalities were also found, which were recovered in a responsible way keeping the local and religious customs, the need for identification in mind. Command and staff groups ensured management and harmonisation with the local authorities as well as with the rescue and coordination team of the United Nations. There was constant contact with the National Operational Team in the Netherlands. The support group ensured the well-being of the operators and maintenance of equipment and tools. For those trapped, the chance of survival was dwindling with the lapse of time. No survivors were found after approximately five days—it had been six days since the disaster took place. While a section of the USAR staff rendered all kinds of assistance required on the spot, another element started winding up the job and handing over activities to other agencies. Equipment, tools and the accommodation, tents, were packed or transferred and the staff were on their way to their home bases. Upon their arrival in the Netherlands, they were debriefed first and then they all could go home. Then the aftercare process was started.

Source: USAR.NL (2008)

UN OCHA also plays an important role in the coordination of humanitarian assistance given by other NGOs, by the Inter-Agency Standing Committee (IASC)⁴ with the help of the 'cluster' approach⁵.

Of course, other UN organisations will play an important role in the event of a specific disaster or crisis in addition to UNDP, UN ISDR and UN OCHA (embedded in the cluster approach) think of the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP) or the World Health Organisation (WHO).

North Atlantic Treaty Organisation

Another international player in the field of crisis management besides the UN is the North Atlantic Treaty Organisation (NATO). The last few years, this traditionally military defence organisation has also been more and more involved in giving and coordinating support in large-scale international crises. The military and civil tools that had already been available are then being deployed for providing support to disasters. Countries in the east of the European Union and the so-called NATO Partnership for Peace (PfP) countries attach much value to NATO support. However, there are also countries that would rather not receive any 'military' NATO support for solving humanitarian crises. For humanitarian missions, NATO has a separate section that arranges the coordination of capacities in case of a disaster within the NATO area: NATO Euro-Atlantic Disaster Response Coordination Centre (EADRCC)⁶. The main purpose of the EADRCC is to facilitate and coordinate NATO support in case a request comes in via the EADRCC. In order to put this into proper effect, the EADRCC maintains close ties with the UN. Disasters are sometimes 'too small' for the UN and in such case an organisation like NATO can play a role.

^{1.} For more information about UN OCHA please visit: http://www.unocha.org

For more information about UNDAC please visit: http://www.unocha.org/what-we-do/coordination-tools/ undac/overview

^{3.} For more information about UN INSARAG please visit: http://www.unocha.org/what-we-do/coordination-tools/insarag/overview

^{4.} For more information about IASC please visit: http://www.humanitarianinfo.org/iasc/

^{5.} For more information about the cluster approach and the various clusters, please visit: http://oneresponse.info

^{6.} For more information about the EADRCC please visit: http://www.nato.int/eadrcc/

Non-governmental organisations

In addition to 'governmental' organisations like NATO, the EU and the UN, there is a diversity of non-governmental organisations (NGOs) that respond independently of governments in case of a disaster, whether or not international. NGOs are often partners in specific projects. Western governments fund national or international NGOs to achieve certain aims that are thought to be not, or less, likely to achieve as a formal governments response.

Some well-known NGOs that are active in the area of disasters are Oxfam, CARE and Médecins Sans Frontières. Some organisations like the Dutch Red Cross, CARE and Cordaid also cooperate internationally as 'Partners for Resilience' within the scope of reducing often climate-related disasters and complex emergencies. Various organisations also cooperate with the UN in the above mentioned cluster approach, and agreements have been made regarding the coordination of assistance on the basis of the need for help (cluster) such as drinking water, food and shelter (see section 1.2.2). However, an NGO determines for itself, to what extent it is willing to cooperate with the UN or other non-governmental organisations. Organisations like Médecins Sans Frontières take a more independent approach towards the UN.

A special non-governmental organisation is the International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC). The ICRC is marked as a special, and above all, neutral, organisation that aims to help 'always, everybody and everywhere'. The Committee does this on the basis of seven fundamental principles, namely: humanity, impartiality, neutrality, independence, volunteerism, unity, and universality. The ICRC is an independent organisation, and is established in Geneva. It acts as neutral intermediary in armed conflicts. The Committee offers protection to the sick and wounded, prisoners of war, displaced persons and civilians in conflict areas. National associations also support the ICRC by making funds, relief supplies and delegated experts available.

The International Federation of Red Cross and Red Crescent Societies

The International Federation of Red Cross and Red Crescent Societies (IFRC) is the coordinating body of all recognised national Red Cross Societies. The IFRC is also based in Geneva and was founded in 1919. The Federation operates outside conflict areas, and assists national associations for instance in the event of major disasters, and supports them in building a strong organisation. The Red Cross is presently the very symbol of neutral and impartial assistance to people in need.

European Union

A player that is important for the Netherlands at the level of international disaster response is the European Union. The European Council, the European Parliament and the European Commission signed the 'European consensus on humanitarian aid' in which the EU describes the common views (such as values, principles and policies) for humanitarian aid and the EU position towards the UN and NGOs such as the Red Cross.

Since 2004, the EU has arranged with the UN 'Joint Standard Operating Procedures for coordination of disaster response' related to implementing the coordination of disaster response within and outside the European Union. It was agreed that in case of disasters within the EU, the EU will play the leading part in the coordination, and in case of disasters outside the EU, the UN will



Illustration 3: European Union (source: Wikipedia)

do that. Arrangements were also made regarding the development of training programmes and holding joint exercises to prepare for possible real-life missions.

The EU has various organisational structures, mechanisms and instruments for international cooperation in disaster response. Especially important within the framework of civil protection are the Civil Protection Mechanism (CPM European Commission), the Emergency and Crisis Coordination Arrangements (CCA; Council of the EU) and the structures and instruments of the European External Action Service (EEAS).

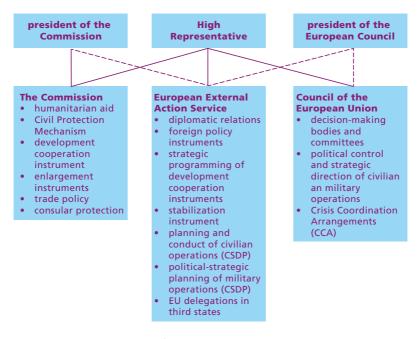


Illustration 4: EU Instruments for Crisis Management (Source: Vollmer 2011, ACRIMAS Report D2.1)

EU Member States are autonomously responsible for the prevention of, and preparation of control measures for, crises and disasters in their own country. The mechanisms for collaboration of EU Member States in disaster response are for crises and disasters that, for their extent and/or consequences, exceed the capacity or capability of the affected country or countries. Especially within the scope of prevention within the EU, a number of directives were developed

that were converted into national legislation of the Member States. Well-known examples are the SEVESO directive, the directive regarding critical infrastructures and the Floods Directive.

European collaboration in disaster response is based on four principles (Vollmer 2011).

At the basis is the principle of solidarity: EU Member States shall assist each other in major disasters and crises. The principle of solidarity is formally embedded in the Treaty of Lisbon (Article 222). The principle of subsidiarity is the key element: the EU only takes action when European cooperation is more effective than the own initiatives of single EU States. In other words, a disaster is controlled at the lowest possible level.

Another starting point is the principle that already existing structures and capacities for disaster response are not duplicated.

In conclusion, the starting point of the joint responsibility means that the Member States are jointly responsible for the prevention and response preparation of disasters in the EU. Each Member State is responsible for the prevention and response preparation of disasters at national level and is considered to take into account the consequences that a (national) disaster can have at EU level.

Treaty of Lisbon

The Treaty of Lisbon dedicates Article 196 specifically to civil protection (see page 21). This Article asserts that the EU will "encourage cooperation between Member States in order to improve the effectiveness of systems for preventing and protecting against natural or man-made disasters."

Civil Protection Mechanism

The Civil Protection Mechanism⁷ falls under the scope of DG ECHO of the European Commission. The official name is DG Humanitarian Aid and Civil Protection. ECHO is the 'trade name' and dates back to the time that it was not a DG but an office: European Commission Humanitarian Office - ECHO. Het Civil Protection Mechanism was established in 2001 and revised in 2007 (Council Decision 2001/792/EC, Euratom, and Council Decision 2007/779/EC, Euratom) . Besides the EU Member States, Liechtenstein, Norway, Iceland and the Former Yugoslav Republic of Macedonia (FYROM) are also parties to the

^{7.} Formerly: het Community Mechanism for Civil Protection

Civil Protection Mechanism. Decision 2007/779/EC describes the purpose and the scope of the Civil Protection Mechanism, sets certain requirements on the preparedness of the Member States and describes the functioning of the Civil Protection Mechanism and the role of the European Commission and the Presidency. The general purpose of the Civil Protection Mechanism is described as follows:

'The general purpose of the Mechanism is to provide, on request, support in the event of major emergencies and to facilitate improved coordination of assistance intervention provided by the Member States and the Community, taking into account the special needs of the isolated, outermost and other regions or islands of the Community.' (2007/779/EC)

And:

'The Mechanism should facilitate the civil protection response to all types of major emergencies occurring inside or outside the Community, including natural and man-made disasters, acts of terrorism and technological, radiological and environmental accidents, including accidental marine pollution. Civil protection assistance may be required in all of these emergencies to complement the response capabilities of the affected country.' (2007/779/EC)

Via the Civil Protection Mechanism, the Member States, on request and on a voluntary basis, make (national) capacity in the form of people, expertise, resources, modules and etceteras available for assistance in disaster response.

To finance the preparation and implementation of the Civil Protection Mechanism, the Civil Protection Financial Instrument was established (2007/162/EC). It offers the basis and sets conditions and criteria for financing actions and recipients, and provides supervision and measures to prevent irregularities and fraud.

Contents of the Civil Protection Mechanism

The Civil Protection Mechanism comprises a number of structures and instruments. They include:

- the Monitoring and Information Centre (MIC; up to and including 2013) or the European Emergency Response Centre (ERC; from 2013);
- the Common Emergency and Information System (CECIS);
- the civil protection modules.

Emergency Response Centre (ERC)

The ERC is the 'operational heart' of the Civil Protection Mechanism, the link between the affected country and the countries that provide assistance. It is managed 24 hours a day by the Emergency Response Unit (ERU) in DG Humanitarian Aid and Civil Protection (ECHO). Every country that is hit by a disaster can submit a request for assistance via the MIC. The MIC performs three functions:

- *Communication hub*: the ERC acts as a focal point for the exchange of requests and offers of assistance. The ERC functions as a liaison between the affected country and the countries offering assistance and provides a platform for sharing actual information about the available resources and the assistance offered.
- Information provision: the ERC provides information about the preparation and the response, about threatening natural disasters ('early warning alerts', 'ERC Daily'), about ongoing emergencies and about interventions of the Civil Protection Mechanism.
- Facilitating assistance: the ERC facilitates European assistance on two levels: at the MIC headquarters and on site. There are several procedures for assistance within and outside the EU via the Civil Protection Mechanism/ ERC. In the event of a disaster within the EU, the Member States indicate what assistance they can offer. The ERC functions as a liaison between the country or countries that request assistance and the country or countries that provide assistance. In the event of a disaster outside the EU, the EU coordinates the deployment of the Member States.

CECIS

One of EU's 'early warning and rapid alert systems' is CECIS. CECIS is a web-based alerting and information instrument to facilitate the communication between the ERC and the national authorities making response to disasters faster and more effective. The users of CECIS are the ERC and the national contact points of the participating countries. In the Netherlands, the NCC National Crisis Centre functions as the national contact point for ERC/CECIS.

CECIS' main tasks are to host a databank for potentially available capacity, to handle requests and offers for assistance, to exchange operational information and to document online (logbook) messages and actions at the time of disasters.

Civil protection modules

Civil protection modules are the basis of 'rapid response capacity' of the Civil Protection Mechanism. Decision 2007/779/EC of the EU Council describes it as follows: a 'civil protection module' is 'a self-sufficient and autonomous predefined task and needs driven arrangement of the capabilities of the Member States or a mobile operational team of the Member States representing a combination of human and material means, that can be described in terms of its capacity for intervention or by the task(s) it is able to undertake. (Council Decision 2007/779/EC, Article 3(5)).

There are presently 17 types of civil protection modules (Commission Decision 2010/481/EU). See table 1.

Nr.	Official name of the module
1	High capacity pumping
2	Water purification
3	Medium urban search and rescue (Medium-USAR)
4	Heavy urban search and rescue (Heavy-USAR)
5	Aerial forest firefighting module using helicopters
6	Aerial forest firefighting module using airplanes
7	Advanced medical post
8	Advanced medical post with surgery
9	Field hospital
10	Medical aerial evacuation of disaster victims
11	Emergency temporary shelter
12	Chemical, biological, radiological and nuclear detection and sampling (CBRN)
13	Search and rescue in CBRN conditions
14	Ground forest firefighting
15	Ground forest firefighting using vehicles
16	Flood containment
17	Flood rescue using boats

Table 1: Survey of types of EU Civil Protection Modules

The modules are built on a voluntary basis from the resources of one or more Member States. The modules are organised on the level of the Member States. The receiving country submits a request for deployment to the ERC, thereby setting the parameters for the deployment. The module (or, as the case may be, the Member State rendering assistance) then decides how operations can take place within these parameters. In other words, the command remains in the hands of the Member State rendering assistance. Requirements are set for the deployability of the civil protection modules: they are related to the speed with which the civil protection modules must be deployed, the self-sufficiency and the harmonisation with the need for assistance. (Council Decision 2007/779/EC).

Every Member State (or as the case may be, every competent authority all over the world) that is hit by a disaster and needs assistance to respond can activate the Protection Mechanism via the ERC. As soon as the ERC receives a request, it forwards it to the 'national contact points' of the Member States. The national contact points assess whether they are able to assist and inform the ERC about this, after which the ERC informs the affected country about the available assistance via the Civil Protection Mechanism.

The diagram given below shows the procedure in the Netherlands for rendering assistance via the Civil Protection Mechanism.

In principle, the country giving assistance and the affected country arrange between themselves how to organise the assistance. The national authority of the affected country supervises the disaster response; the foreign teams are actually added to the disaster response organisation of the assistance-receiving country, operate under the national authority and the national legislation, and work in accordance with national rules and procedures.

Emergency and Crisis Coordination Arrangements

In 2005, the EU Council adopted the Emergency and Crisis Coordination Arrangements (CCA). The CCA were drawn up to enable the EU Council and the European Commission to cope with any crisis within or outside the EU that affects several EU Member States at the same time and/or the interests of the EU as a whole . The CCA are not meant for disasters and crises that affect an individual Member State. The CCA ensure cooperation at administrative and operational levels of European bodies and Member States for all types of crises,

^{8.} Please note: the 'rapid response capacity does not exist yet', but will be established when the new legislation on the Civil Protection Mechanism will be accepted.

^{9.} Council of the EU, note 6747/06, Brussels, 24 February 2006 'Reinforcing the EU's emergency and crisis response capacities - Emergency and crisis coordination arrangements'

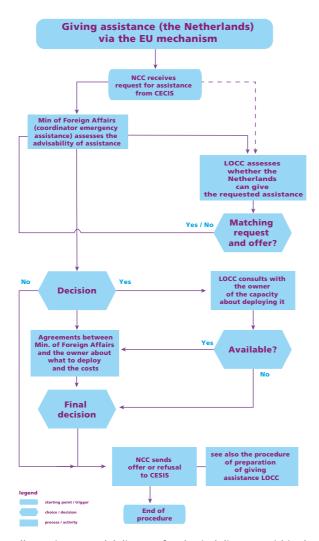


Illustration 5: Model diagram for classical disasters within the EU

both within and outside the European Union (Muller et al. 2009). The CCA do not replace existing structures; exchanging information and obtaining an overall view are CAA's key elements and aimed to create consistency and unity in the response of the EU.

List of abbreviations and concepts

BB Bescherming Bevolking (Dutch Civil Protection)

BoO Base of Operations

Bvr Besluit veiligheidsregio's (Decision of Dutch Security Regions)
BZK Binnenlandse Zaken en Koninkrijksrelaties (Dutch Ministry of the

Interior and Kingdom relations)

CARE Cooperative for Assistance and Relief Everywhere
CBRN Chemical, biological, radiological and nuclear
CCA (Emergency and) Crisis Coordination Arrangements
CECIS Common Emergency and Information System

CFSP Common Foreign and Security Policy

COPI Commando place incident

COREPER Committee of Permanent Representatives

CPM Civil Protection Mechanism

CSDP Common Security and Defense Policy
DG ECHO (DG Humanitarian Aid and Civil Protection)

DRR Disaster risk reduction

EADRCC Euro-Atlantic Disaster Response Coordination Centre (NAVO)

EAS External Action Service
EC European Commission
ERC Emergency Response Centre
ERU Emergency Response Unit

EU European Union

GBT Municipal Policy Team

GHOR Medical aid organisation in the Region

GRIP Gecoördineerde Regionale Incidentbestrijdingsprocedure (Dutch

Coordinated Incident Control Procedure)

HFA Hyogo Framework for Action
IASC Inter-Agency Standing Committee

ICRC International Committee of the Red Cross

IFRC International Federation of Red Cross and Red Crescent Societies

IGO Intergovernmental organisation

INSARAG International Search and Rescue Advisory Group

LOCC LOCAL Emergency Management Authority
LOCC National Operations Coordination Centre

LSO Liaison Officer

MIC Monitoring and Information Centre
NAVO Noord Atlantische Verdragsorganisation
NATO North Atlantic Treaty Organisation

NCC Nationaal Crisiscentrum (National [Dutch] Crisis Centre)

NCTV Nationaal Coördinator Terrorismebestrijding en Veiligheid (National

[Dutch] Coordinator for Counterterrorism

NGO Non-Governmental Organisation (niet-gouvernementele organisatie)

OSC On-Site Commander

OSOCC On-Site Operations Coordination Centre

OT Operational Team
PfP Partnership for Peace

RBT (Dutch) Regional Policy Team

RDC Reception Departure Centre

RIT Disaster Identification Team (Rampenidentificatieteam)

ROT (Dutch) Regional Operational Team

RWS (Dutch) Directorate-General for Public Works and Water Management

SAR Search and Rescue

SARS Severe Acute Respiratory Syndrome

SITCEN Situation Centre

SOM Personalised Specialist Action

THW Technische Hilfswerke

UN United Nations

UNDAC United Nations Disaster Assessment and Coordination

UNDP United Nations Development Programme

UNHCR United Nations High Commissioner for Refugees

UN ISDR United Nations International Strategy for Disaster Reduction

UNDP United Nations Development Programme

UN OCHA United Nations Office for the Coordination of Humanitarian Affairs

USAR Urban Search and Rescue

VenJ (Dutch) Ministry of Security and Justice

VN Verenigde Naties (UN)

WFP World Food Programme (UN)
WHO World Health Organisation (UN)
Wvr (Dutch) Security Regions Act

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Treaty of Lisbon:

C83/148 Official Journal of the European Union 30.3.2010 actually consists of two treaties:

- (Treaty on European Union, TEU, consolidated version)
- (Treaty of the Functioning of the European Union, TFEU; consolidated version).

European consensus regarding humanitarian assistance:

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Publication Details

This is document from the 'Information Centre for Safety' published in November 2013. This knowledge publication is based on a Dutch report regarding developments in international disaster response, with a focus on the Netherlands and the European Union (in Dutch: 'Ontwikkelingen in internationale rampenbestrijding: Nederland en de Europese Unie). This report was produced by the Institute for Safety (IFV) from the Netherlands in 2012 with financial support from the Ministry of Security and Justice. For more information, see also our website: www.infopuntveiligheid.nl

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Images: IFV, Arnhem, the Netherlands

Translation: Vertaalbureau Swenne (NL), Frontline Training Associates Ltd. (UK)

While the editors have used the most current information to compile the contents of this knowledge publication, it is the responcibility of the user to access the appropriatness of the information in line with any specific area or application. The editors do not accept any liability that may arise from the application of the content of this knowledge publication.

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Partners

In order to support more target groups, and broaden the available knowledge base, the 'Info Point Safety' collaborates with knowledge partners such as: the Centre for Industrial Safety (CIV), GHOR Netherlands, Fire and Rescue Netherlands and the Centre for Crime and Security (CCV).

The Information Centre is supported by a user friendly, interactive website: www.infopuntveiligheid.nl



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