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Delegations will find attached the partially declassified version of the above-mentioned document.



ANNEX

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THE EUROPEAN UNION**

Brussels, 5 March 2010

**6090/10
ADD 26 EXT 1 (25.09.2013)**

**ENFOPOL 38
PROCIV 15**

ADDENDUM TO THE NOTE

from : The Council General Secretariat
to : Working Party on Terrorism

Subject : Second Round of Peer Evaluation
Preparedness and consequence management in the event of a terrorist attack

Delegations will find enclosed the report of the evaluation mission in **Ireland** (18-20 November 2009) in the framework of the above-mentioned round of peer evaluation.

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1. EXECUTIVE SUMMARY

- In the framework of the second round of peer evaluation covering "Preparedness and consequence management in case of a terrorist attack" an evaluation visit was made to Ireland from 18 to 20 November 2009.
- A Major Emergency is any event which, usually with little or no warning, causes or threatens death or injury, serious disruption of essential services or damage to property, the environment or infrastructure beyond the normal capabilities of the principal emergency services in the area in which the event occurs, and requires the activation of specific additional procedures and the mobilisation of additional resources to ensure an effective, co-ordinated response.
- An "all hazards" approach to major emergencies, in which the common features of co-ordinated response and the management of common consequences are recognised, regardless of the origin of the emergency is the principle that prevails in Ireland. Therefore, the consequences of a terrorist incident are managed within the existing national arrangements for major incidents.
- The actual process of managing a crisis situation is seen as having three levels – local/agency, regional and national:
 - The Local/Agency Level**, where the individual principal response agencies are responsible for undertaking the requirements set out, such as having a Major Emergency Plan for their functional area and having supporting plans, procedures, instructions and arrangements in place to deliver the functions assigned to them.
 - The Regional Level**, where, building on good practice that has emerged over the years, the principal response agencies come together in defined regions (eight regions) to form Regional Steering Groups to co-ordinate the inter-agency aspects of major emergency preparedness and management.

The National Level, where the National Steering Group, via the parent Departments of the principal response agencies (i.e. the Department of Justice, Equality and Law Reform, the Department of Health and Children and the Department of Environment, Heritage and Local Government) is assigned responsibility for ensuring timely and consistent implementation of provisions. All the organization and distribution of tasks is settled in a national document entitled "framework for major Emergency management".

Ireland has gone through major changes with regard to consequence management during the recent years. These changes affect the strategic, tactical and operational level. **NOT**

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- The main recommendations resulting from this evaluation mission focus on the following areas:

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2. ARRANGEMENTS IN THE EVENT OF A TERRORIST ATTACK

2.1. Structures and organisational framework of National Crisis Centres

The key element of the Irish crisis and emergency management system is the “**Framework for Major Emergency Management**” (FMEM) which has been set up in recent years.

This key strategic document contains clear arrangements, specific requirements and uniform procedures in relation to issues linked with declaration of major emergency, allocation of functions and responsibilities between the principal response agencies, command and control of operations and inter-agency co-ordination arrangements. It is supplemented by 14 appendices which content operational guidance in the following areas:

- The Principle Response Agencies
- The National Steering Group

- Glossary of Terms and Acronyms
- The Major Emergency Management at Regional Level
- Functions and Principal Responses Agencies
- Weather Forecasts and Public Service Severe Weather Warnings
- Designation and Lead Agency
- Decision-Making mandates
- Co-ordination Centres
- Information Management System
- Site Management Arrangements
- Identification of Personnel at the Site of a Major Emergency
- Procedures for Mobilising External Resources
- Fatal Casualties

The Framework provides an overall, combined response as soon as a major emergency is declared. Any one of the principal response agencies may declare a major emergency and the mobilization procedures of the Major Emergency Plans of the three relevant agencies will be activated immediately they are notified in the declaration. The functions and responsibilities of each agency are set out in the Framework so as to ensure that the response to a major emergency is both comprehensive and coordinated.

In addition, the Annex A to the “Strategic Emergency Planning Guidance – Lead, Principal and Other Support Roles” lists 42 possible emergency situations and defines the Lead Government Department, the Principle Supporters and other Potential Support Roles for different crisis scenarios.

Ireland’s **National Emergency Co-ordination Centre (NECC)** forms the national physical infrastructure to facilitate a co-ordinated political response to a major emergency at top level.

The Government Ministries and public authorities involved in the response to any major emergency is determined by the nature of the emergency in question; there are no ‘pre-ordained’ stakeholders in this regard, as different kinds of emergencies will require the input of different configurations of agencies.

In other words, the lead role for preparing for and responding to an emergency of a particular kind rests with the functional Government Minister and his/her Government Ministry, with support from other, relevant Government Ministries and public authorities. Given the range of emergencies which may occur, from health emergencies (e.g., an influenza pandemic) and radiological incidents to chemical spills and terrorist attacks, the stakeholders involved in responding will vary considerably. It is the case that almost all Government Ministries and public authorities in Ireland have a role in major emergency management.

Based on this “all hazard” approach, the emergency response in Ireland is structured around lead Government Departments encompassing all other bodies under its aegis with the support from other departments.

Relevant Government Ministries and public authorities are responsible for maintaining appropriate emergency management functionalities within their areas of responsibility. The emergency planning is part of the general planning for each area of government activity and exercised within the day to day work.

The structures, which are part of the NECC, can vary considerably depending on the nature of the particular emergency. There are no definite services chosen in advance, as different kind of emergency will require the input of different configurations of agencies. The lead role for preparing and responding to a major emergency rests within the functional Government Minister and his/her Government.

Bearing in mind the above mentioned, it can be concluded that Ireland has very flexible structure for management and response in case of a major terrorist emergency. Only relevant Government offices and public authorities would be involved in such an eventuality, according to their statutory ambits and opportunities in this field.

The NECC offers a large flexible physical space to provide working facilities for all the possible emergency responders at strategic level. Hence, all the partners have their communication means at their disposal within the NECC in order to have direct communication links to their department while working in the premises of the NECC. The set up of the laptops of the various departments is done in such a way, that the system immediately recognises the corresponding department as soon as it is plugged in.

The **Government Task Force on Emergency Planning (GTF)**, chaired by the Minister for Defense, is the top-level structure at a national level which provides policy and direction and which co-ordinates and oversees the emergency management activities of all Government Ministries and public authorities. It includes senior officials from all government departments and relevant public authorities. In other words, this structure provides active political leadership of the process of the planning and facilitates government oversight of emergency planning in Ireland. It also provides the contact and coordination between government departments.

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A key support role to The Government Force is provided by The **Office of Emergency Planning (OEP)**.

The OEP was established in the aftermath of the 11 September 2001 events by Government Decision of 2 October 2001 and it is responsible for the co-ordination and oversight of emergency planning and comprises civil and military staffing. One of the key activity of the OEP is to refine and develop the existing arrangements. The Office has the leading responsibility for specific emergency planning functions. It also maintains an ongoing contact program with those who have strategic emergency planning roles.

The OEP also prepares reports for the Government annually and provides advice and support to Minister of Defense on Government Emergency Planning. It has to be highly esteemed that all Departments or Agencies should give their full cooperation to the office.

In organizational term the OEP prepares an annual Oversight Questionnaire, which is designed to help the performing of series of bilateral meetings between departments and the Office of Emergency Planning. This questionnaire is forwarded to Departments for completion in order to update responsibility priorities and points of contact, to identify experience during the period (one year) and to outline the progress made in individual departments' emergency planning areas. The structure of the questionnaire gives greater focus to the individual objectives and achievements of departments in their own "emergency planning areas".

The OEP also is responsible for the producing of a "Preparing for Major Emergencies" handbook. This handbook contains advice received from government departments and agencies with an emergency planning function and provides an introduction to their plans. By sending this handbook to every home in the country, the Government seeks to provide reassurance that there are well thought out plans in place to be used in an event of a major emergency. The book contains a Major Emergency definition, different kinds of specific emergencies, like hazardous chemical spills, explosions and suspicious packages, nuclear incidents etc., how people can prepare themselves, what they should do, first aid and useful numbers.

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On the strategic level, the following entities may be involved in responding to a terrorist attack:

- Government Secretariat
- Department of Taoiseach (i.e., Office of the Prime Minister)
- Department of Justice, Equality and Law Reform (Ministry of Interior and Justice)
- Department of Defence
- An Garda Síochána
- Permanent Defence Force.

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On the operational level, the **Principal Response Agencies (PRAs)** are the first responders. The key PRAs are:

- The AGS (24 Divisions)
- The Health Service Executive (4 Administrative Areas, 32 Local Health Offices)
- Local Authorities (34).

In principle, the management of an emergency situation is dealt with at local level. Depending on the impact of the incident and the available resources at local level, the management is up scaled. The FMEM is in principle based on a five stage system.



The FMEM formalises eight inter-service Planning Regions, provides details for a structured risk assessment, encourages the promotion of resilience, provides a common structure for emergency plans for all departments and introduces an appraisal system.

The system's approach involves a continuous cycle of activity. The principal elements are:

- Hazard Analysis/Risk Assessment – a process by which the hazards facing a particular community are identified and analyzed/assessed in terms of the threat/risk, which they pose;
- Mitigation/Risk Management – includes all actions taken to eliminate or reduce the risk to people, property and the environment from the hazards which threaten them;
- Planning/Preparedness – the actions undertaken before an emergency occurs (preparation of emergency plans, education, training, exercising and testing the system etc.);
- Response – takes place immediately before, during and directly after an emergency and includes activities such as public warning, search and rescue, emergency medical assistance, maintenance of public order, as well as the coordination and management of these activities;
- Recovery – in two phases – immediate and long-term recovery.

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2.3. Competences of the national crisis centre for potential cross-border targets for terrorist attacks

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2.4 Rules of internal communication in the event of a terrorist attack

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3. TRAINING/EXERCISES FOR TESTING THE NATIONAL CRISIS CENTRE AND COMMUNICATION SYSTEMS IN THE EVENT OF A TERRORIST ATTACK

The OEP coordinates all the exercises at Government Ministries' level in order to implement its strategy on a national level. In addition, major emergency exercises are conducted within the framework of the relevant Government Ministry and public authority, including exercise scenarios.

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A National Steering Group coordinates operational exercises and takes care of the transfer of national expertise to regional and local levels.

The PRAs conduct regional/local exercises in order to test the operational robustness of the plans, the communication amongst themselves and the reporting to the strategic level.

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Training and exercises are the 4th principle element of the *Approach to Major Emergency Management* system, which includes:

– Development of Staff for Major Emergency Management Roles

Ireland has realized that the development of the staff for the major emergency response function is crucial for achieving effective and coordinated response. The development cycle includes creating awareness, providing of an appropriate training, assessing competencies and matching individuals with roles matching their strengths, exercising to enhance and assess capability, and reviewing and revising staff assignments and training programs.

Each responsible agency prepare and implement a staff development and training program, designed to build the knowledge, skills and experience of staff that will fill key roles in the response to a major emergency. This program is revised periodically.

– Assignment of Staff to Major Emergency Management Roles

Staff assigned to key roles develop competence, in terms of the knowledge, skills and experience which will assist them in the performance of their roles under the kind of pressures that a major emergency can bring.

Every individual with an assigned role consider, within their normal performance management and development system, how well they fit with the requirements of the assigned role.

– Agency Training Programs

Training is a key element in the development of agencies preparedness so as to ensure that they can provide an effective, coordinated response to major emergencies when required.

Each principal response agency has a comprehensive training program in place for those holding key roles in the major emergency response as well as those who will make contributions via support team.

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– A Joint Approach to Training and Exercises

As well as individual agency training, there are major benefits in the principal response agencies adopting a combined/joint approach at a regional level to the design and delivery of development, training and exercises.

Each principal response agency participates in developing and running joint/inter-agency training and exercise program with its partner agencies in the Major Emergency Region and a coordinated program which dove-tails with the internal program referred to the above should be prepared and agreed upon, based on a three-year cycle.

– Third Party Exercises

While principal response agencies will generally want to assist, exercises with third parties are, in general, be factored in as part the regional exercise program.

At the key regional level, An Garda Síochána works with other agencies to draw up a list of structured exercises, the goals and objectives of which will include the testing of the coordination at all levels (local, regional and national). A Regional Steering Group has been created to facilitate that in each of the eight major emergency management regions. **NOT DECLASSIFIED**

All participants in the exercise are debriefed. Depending on the nature of the exercise, the lessons learned may then be shared with a broader client group. In this regard, Regional Steering Groups will report to a National Steering Group on all exercises, so that lessons learned can be disseminated widely.

4. SOFT TARGETS

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4.1 Prevention of terrorist attacks on soft targets

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4.2. Risk Assessment

The purpose is to consider the overall risks presented by these hazards. Risk assessment starts with an examination of the potential impact of the hazards identified. The likelihood of the hazard occurring also has to be considered and the resulting judgement recorded on a risk matrix. The basis for making this judgement should be pointed out on the individual hazard record sheet and should include sources which influence the judgment.

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- By means of a survey, the population expressed their expectations to the Government Ministries and public authorities with regard to crisis management preparedness. One of the key findings was that the population wants to know that a planning was made by the Government and the public authorities. Details of the planning are not of such a major interest for the population. As a result of this survey, each household has been provided with an introduction on “Preparing for Major Emergencies” in English and Irish.
- The cooperation between AGS and the Armed Forces and in particular the involvement of the Armed Forces when it comes to the dismantling of Improvised Explosive Devices (IED).

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5. RECOMMENDATIONS

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6. ANNEX

6.1. Expert Team Council General Secretariat

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Police and Customs Cooperation Unit - DG Justice and Home Affairs

European Commission

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Directorate General, Justice, Freedom and Security

Europol

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Serious Crime Department – Counter Terrorism

Bulgaria

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Italy

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