United Nations
Office of Counter-Terrorism

Ensuring Effective Interagency Interoperability and Coordinated Communication in Case of

Chemical and/or Biological Attacks

United Nations, New York, 2017

This is an ongoing Project of the Counter-Terrorism Implementation Task Force Working Group on Preventing and Responding to Weapons of Mass Destruction Attacks (2015-2019)

This report was prepared within the framework of the United Nations Working Group on Preventing and Responding to WMD Terrorist Attacks and drafted by Ms. Valeria Santori, Consultant, United Nations Office on Counter-Terrorism (UNOCT).

Disclaimer

The views expressed in this publication, including the documents stemming from the Project and the proposed recommendations, do not necessarily reflect the views of all of the Agencies[1] that were invited to participate in the Project or the official positions of the relevant Agencies.

United Nations Office of Counter-Terrorism
United Nations Headquarters
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[1] The term "Agency(ies)" is used to refer in general to the United Nations Offices, Programs, Funds, Agencies and other international organizations, within and outside the UN family, participating in the Project.

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FOREWORD

By Mr. Vladimir Voronkov
Under-Secretary-General of the UN Office of Counter-Terrorism

The prospect of non-State actors, including terrorist groups and their supporters, gaining access to and using weapons and materials of mass destruction is a serious threat to international peace and security. Recognizing the prevalence of this concern, the Secretary-General has placed prevention at the very core of his peace and security agenda. In its resolution (A/Res/70/291) completing the Fifth Review of the United Nations Global Counter-Terrorism Strategy (A/Res/60/288), the General Assembly also called upon all Member States to "prevent terrorists from acquiring weapons of mass destruction and their means of delivery… and (encouraged) cooperation among and between Member States and relevant regional and international organizations for strengthening national capacities in this regard." The Security Council too has made similar pronouncements on the matter as of late, including resolution 2325 of 15 December 2016, which calls on all Member States to strengthen their national anti-proliferation regimes in the implementation of its seminal resolution 1540 (2004).

Over the years, terrorists have tested new ways and means to acquire and use more dangerous weapons to maximize damage, including weapons incorporating chemical, biological, radiological and nuclear materials. With advancements being made in technology and the expansion of illegal and legal commercial channels, including on the dark web, some of these weapons have become increasingly accessible. Recent events such as the use of chemical weapons on civilians by terrorist groups during the horrific war that started in Syria in 2011 have shown us that this is indeed a very real threat. At the same time, in addition to the intentional lethal misuse of these materials, we have also very recently witnessed devastating natural outbreaks of disease, most notably the 2014-2015 Ebola outbreak in West Africa. Although of natural origin, the outbreak serves as powerful reminder of the damage that disease can cause and highlights the importance of being adequately prepared to respond to a biological attack.

Indeed, the international community must be ready to respond to an attack involving the use of such weapons or materials and that response must be in a coordinated and harmonized manner. In the case of radiological and nuclear emergencies, the coordination of response is very well established under the leadership of the International Atomic Energy Agency (IAEA). Conversely though, there is an absence of an overall "mechanism" or lead agency mandated to coordinate response in the event of a possible terrorist attack involving chemical or biological weapons – a gap that we must strive to close.

Among its many provisions, the United Nations Global Counter-Terrorism Strategy, adopted by consensus in 2006, calls upon the United Nations system to improve international cooperation and coordination in planning a response to a terrorist attack using chemical, biological, radiological and nuclear weapons or materials (Paragraph 17, Pillar II). To this end, the United Nations Office of Counter-Terrorism (UNOCT), through its Inter-Agency Working Group on Preventing and Responding to WMD Terrorist Attacks, has been working in this critical field together with the IAEA, the Organization for the Prohibition of Chemical Weapons (OPCW), the World Health Organization (WHO), the United Nations Office of Disarmament Affairs (UNODA) and other relevant organizations.

Notably, since 2015, UNOCT, through a project implemented by the United Nations Counter-Terrorism Centre (UNCCT) on "Ensuring Effective Inter-Agency Interoperability and Coordinated Communication in Case of Chemical and/or Biological Attacks", has sought to enhance cooperation among relevant, mandated agencies and organizations through a clear understanding of policy tools and operations and practical recommendations. Bringing together 18 United Nations offices and agencies, as well as other relevant international organizations operating in the area, the Project strives to answer the United Nations Global Counter-Terrorism Strategy's call for improved coordination in response.

This report, the findings presented therein and materials annexed, represent the culmination of the first two phases of this Project and constitutes a milestone in our efforts to put forward more thoughtful planning and improved tools for coordination to enable both the international community and Member States to prevent, counter and respond to the threat of terrorists using chemical or biological weapons. The contribution made by all United Nations family agencies and international organizations to this Project has been essential and precious as we move together in this direction. I commend their commitment and the dedication to this goal and very much look forward to further strengthening our preparedness and responses capabilities as this Project continues into its third phase (Phase III) of implementation.

ACRONYMS

1540 Committee	United Nations Security Council Resolution 1540 (2014), which is supported by a Group of Experts
BWC-ISU	Implementation Support Unit for the Biological Weapons Convention
CBRN	Chemical, Biological, Radiological, Nuclear
CTITF	United Nations Counter-Terrorism Implementation Task Force
FAO	Food and Agriculture Organization
GLEWS	OIE, FAO and WHO Joint Global Early Warning System
GOARN	Global Outbreak and Response Network (WHO)
ICAO	International Civil Aviation Organization
IAEA	International Atomic Energy Agency
IMO	International Maritime Organization
INTERPOL	International Criminal Police Organization
J-Plan	Joint Radiation Emergency Management Plan of the International Organizations, IAEA
JEU	Joint UNEP/OCHA Environment Unit
MCDA	Military and Civil Defense Assets
MoU	Memorandum of Understanding
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OIE	World Organization for Animal Health
OPCW	Organization for the Prohibition of Chemical Weapons
OSOCC	On-Site Operations and Coordination Centre
SOP	Standard Operating Procedure
TTX	Table-Top Exercise
UNCCT	United Nations Counter-Terrorism Centre
UNDAC	United Nations Disaster Assessment and Coordination
UNDPI	United Nations Department of Public Information
UNICRI	United Nations Interregional Crime & Justice Research Institute
UNOCHA	United Nations Office for the Co-ordination of Humanitarian Affairs
UNODA	United Nations Office for Disarmament Affairs
UNDSS	United Nations Department of Safety and Security
UNSGM	Secretary-General's Mechanism established pursuant to UN General Assembly resolution 42/37 C (endorsed by Security Council resolution 620 (1988)), aimed at carrying out investigations in response to allegations on the possible use of chemical and biological weapons
UNSMS	United Nations Security Management System
VOSOCC	Virtual OSOCC
WCO	World Custom Organization
WHO	World Health Organization
WMD	Weapons of Mass Destruction
WMD WG	CTITF Working Group on Preventing and Responding to WMD Attacks

I. INTRODUCTION

The United Nations Counter-Terrorism Implementation Task Force (CTITF) was established by the Secretary-General in 2005 to ensure overall coordination and coherence in the counter-terrorism efforts of the United Nations (UN) system. In addition to promoting coordination and coherence, the CTITF is also mandated by the UN General Assembly to help Member States implement the UN Global Counter-Terrorism Strategy, which was adopted by consensus by resolution 60/288 in 2006 and has since become a pivotal policy framework for international action against terrorism. The CTITF brings together 38 entities of the UN system and key international organizations for enhanced coordination and coherence in the UN's broad-ranging activities against terrorism.

Located within the CTITF, the United Nations Counter-Terrorism Centre (UNCCT) was established in 2011 with extra budgetary funding to promote international counter-terrorism cooperation and assist Member States in their efforts to implement the UN Global Counter-Terrorism Strategy. The Centre engages with CTITF entities and supports capacity building projects across the globe. In the fourth review of the UN Global Counter-Terrorism Strategy in 2014 (A/RES/68/276), the General Assembly reaffirmed the role of the CTITF and UNCCT in facilitating and promoting coordination and coherence in the implementation of the Strategy at the national, regional and global levels. In 2017, the UN General Assembly, through the adoption of resolution 71/291 established the United Nations Office of Counter-Terrorism (UNOCT), subsuming both UNCCT and CTITF. Mr. Vladimir Voronkov was subsequently appointed as Under-Secretary-General of the Office.

Paragraph 17 of Pillar II ("Measures against Terrorism") of the UN General Assembly Global Counter-Terrorism Strategy, which calls for the UN to "improve coordination in planning a response to a terrorist attack using nuclear, chemical, biological or radiological weapons or materials, in particular by reviewing and improving the effectiveness of the existing inter-agency coordination mechanisms for assistance delivery, relief operations and victim support, so that all States can receive adequate assistance." In this regard, the UN Member States invited the General Assembly and the Security Council to "develop guidelines for the necessary cooperation and assistance in the event of a terrorist attack using weapons of mass destruction."

Since 2015, the CTITF, with initial funds from the UNCCT, embarked on an important project aimed at contributing directly to that call.

The Project on Ensuring Effective Inter-Agency Interoperability and Coordinated Communication in Case of Chemical and/or Biological Attacks (hereinafter, the "Project") is implemented by the CTITF Working Group on Preventing and Responding to WMD Attacks (hereinafter, the "WMD Working Group"), which is chaired by the International Atomic Energy Agency (IAEA) and co-chaired by the Organization for the Prohibition of Chemical Weapons (OPCW). Its general objective is to improve the international community's response capabilities in the event of an attack with chemical or biological weapons through effective coordination and cooperation among relevant international actors.

This publication presents the Project and some of the interim products and recommendations resulting from Phase I and II of implementation. The project is currently ongoing, with Phase III envisaged to conclude in 2019.

II. OBJECTIVES, SCOPE AND METHODOLOGY OF THE PROJECT

In the absence of a lead agency bearing the overall responsibility for response to possible attacks involving chemical or biological weapons, the Project aims to promote enhanced support to States, upon request, with their response efforts when local capacities are overwhelmed or when specialized expertise (C/BW protection, investigation, etc.) might be needed from different international agencies. Nineteen agencies consisting of UN offices, agencies and other international organizations that have mandates related to the Project's objectives have been participating in it, including humanitarian agencies.[2]

The Project builds upon the conclusions reached in two previous reports of the Working Group and brings that work forward at the operational level: one on "Inter-Agency Coordination in the Event of a Chemical or Biological Attack," issued in 2011,[3] and the other on "Interagency Coordination in the Event of a Nuclear or Radiological Terrorist Attack," issued in 2010.[4] As recommended in the latter report, the Project draws on the experience on interagency coordination in response to nuclear and radiological events.

The Project's specific objectives are twofold and organized into two pillars: to a) ensure effective inter-agency interoperability in case of chemical or biological attacks (Pillar I); and b) ensure coordinated and effective communication during emergencies caused by such attacks (Pillar II). Without necessarily creating new inter-agency response mechanisms, the Project looks into how best to make use of the existing ones and how to fill gaps that prevent agencies from operating effectively together, including as regards external communication in crisis situations. It also provided for the establishment of Functional Focal Points in each agency to both implement the Project and to function as "entry points" in the organization with the authority to activate response mechanisms in case of a real case event.

Phase I of the Project, which was completed in February 2016, included a kick-off workshop,[5] the completion of an analysis of gaps in current international cooperation arrangements and practices, the initial development of guidance tools, as well as an interim report. Phase II, which, with the receipt of additional funds from the UNCCT and from Canada through the OPCW, commenced in August 2016, is currently ongoing. It will culminate in the finalization of proposed cooperative tools as well as the development of final recommendations covering both Pillars of the Project. Phase III will focus on working in the operationalization of outputs of Phase I and II and will seek to implement specific the recommendations.

Improving interagency cooperation for more effective response to chemical and biological attacks is both an unprecedented task for the international community, and a complex endeavor that will require time and commitment in an area where nothing existed before the Working Group was established.

In a context of heightened concerns about the threat of use, by terrorist, of weapons of mass destruction, and with the international community having been recently faced with actual occurrences of chemical weapons use and a major natural disease outbreak, a plan for coordination is critical in countering these

[2] 1540 Committee Group of Experts, BWC Implementation Support Unit, FAO, IAEA, ICAO, IMO, INTERPOL, IOM, OIE, OPCW, UNOCHA and UNOCHA/UNEP Joint Environment Unit, UNDIPI, UNICRI, UNIDIR, UNODA, WCO, and WHO.
[3] The Report provided a general overview of the relevant mandates of participating Agencies, as well as of existing inter-agency coordination mechanisms. CTITF Publication Series, August 2011, available at http://www.un.org/en/terrorism/ctitf/pdfs/ctitf_wmd_working_group_report_interagency_2011.pdf.
[4] The Report examined the experience of well-established interagency mechanisms for nuclear and radiological safety and security with a view to exploring whether and how best to adapt similar arrangements in the context of chemical and biological weapons and materials. CTITF Publication Series, August 2010, available at http://www.un.org/en/terrorism/ctitf/pdfs/ctitf_wmd_working_group_report_interagency_2010.pdf.
[5] The Kick-Off Workshop was held in The Hague, the Netherlands, at OPCW headquarters in February 2015. Thirty representatives from seventeen agencies participated: The 1540 Committee Group of Experts, BWC-ISU, CTITF Office, FAO, IAEA, ICAO, INTERPOL, IOM, OIE, OPCW, UNDPI, UNICRI, UNIDIR, UNOCHA, UNOCHA/UNEP Joint Environment Unit, UNODA, and WHO.

types of threats, which themselves are evolving. There are many challenges but there are also many solutions and practical actions that can be taken in order to improve the current level of inter-agency preparedness. Small measurable steps are needed, as nothing of this scale and complexity can occur overnight. At the same time, keeping focus on the ultimate urgent goal – protecting people from harm will help us reach the goal.

The strong support and dedication that the participating agencies have shown for the Project is the other bulwark of a collective effort which is driven by the shared conviction that there is a pressing need for looking in detail at practical modalities to ensure that agencies are able to operate together effectively. With their dedicated work for this Project, the participating agencies are contributing to shaping the way the United Nations and other international organizations can respond collectively and effectively when needed.

III. KEY OUTPUTS

Since its inception, in January 2015, the Project resulted in several outputs and products and it is the aim of this publication to present some of the key outcomes to date.
As the Project progresses, the documents published in this report are working documents and leaving tools. Work on them will continue in the coming months, while they will be finalized, together with proposed cooperation tools and final recommendations, at the conclusion of Phase II of the Project in May 2018. Additional outputs will be developed under Phase III of the project, during the period of 2018-2020.

a) The Scenario-based Gap Analysis

In order to carry out the gap analysis, three hypothetical terrorist attack scenarios and related questionnaires were developed to better understand the role of each agency in responding to an actual chemical or biological terrorist event, their ability to work together, and their communication with the public, while pointing to possible gaps in legal, policy, and operational tools and guidance.
The Analysis included a detailed mapping of each agency's mandate and activities in the context of responding to a B/CW attack and proposed recommendations to improve interoperability. Lessons learned from the Secretary-General's investigation in Syria and the international response to Ebola, have been factored in in the findings of the Project. The IAEA's experience in coordination-building after the 1986 Chernobyl disaster, and on enhancing those efforts after 2011 Fukushima incident, have also been looked at as a model to follow.

The Executive Summary of the gap analysis and the two diagrams synthetizing the mapping of each agency's role in a biological or chemical emergency, with possible humanitarian implications, are published in in sub-section (a) and in sub-section (b) below, respectively.

b) The Common Understanding of Terms

Among the cooperation tools that have been developed during Phase I of the Project, a glossary of over 60 operational terms used in the biological, chemical and humanitarian areas in the context of a response has also been put together. Based on the consideration that the same terms might mean different things for the different agencies and in different areas (biological, chemical, humanitarian), this is an informal document that aims to promote the common understanding and common usage of concepts among the responding agencies by describing these terms' interpretation by each of them. It contains operational "understanding", with no strictly legal or binding value and is published in sub-section (c) below.

c) The Inter-Agency Table-Top Exercise

Phase II of the Project included an Inter-Agency Table-Top Exercise, which took place from 18 to 20 January 2017, at OPCW Headquarters, in The Hague, the Netherlands, and was supported through funds made available by the UNCCT, and by Canada through the OPCW.[6]
The Exercise was the first of its kind in chemical/biological field and proved to be an effective tool towards enhancing inter-agency interoperability and coordinated communication. Its purpose was to simulate inter-agency coordination of response activities and communication in helping a State to respond to a fictional scenario involving a terrorist attack with chemical and biological weapons. The Exercise identified some key lessons and recommendations at the operational and policy/strategic level, several of which validate those from Phase I of the Project.
An evaluation of the Exercise was carried out by an independent evaluator. Both the report on the exercise and the Evaluation report are published in sub-section (d) and (e) below.

[6] Twenty-seven participants from 15 Agencies (BWC-ISU, FAO, IAEA, INTERPOL, OIE, OPCW, UNDPI, UNDSS, UNICRI, UNOCHA, UNOCHA/UNEP Joint Environment Unit, UNODA, WCO, WHO, 1540 Committee Group of Experts) took part in the Exercise.

A. Executive Summary of the Scenario-Based Gap Analysis

Counter-Terrorism Implementation Task Force (CTITF)
Working Group on Preventing and Responding to WMD Attacks

Project on Ensuring Effective Inter-Agency Interoperability and Coordinated Communication in Case of Chemical and/or Biological Attacks

Scenario-based Gap Analysis: Executive Summary[7]

1. Phase I of the CTITF WMD Working Group Project on Ensuring Effective Inter-Agency Interoperability and Coordinated Communication in Case of Chemical and/or Biological Attacks (hereinafter, the "Project") included an analysis of the inter-operational capabilities and challenges ("gaps") among participating Agencies[8] in responding to emergencies caused by terrorist attacks that involve the use of chemical or biological weapons.

2. In this regard, one outcome of the Project's February 2015 Kick-Off Workshop in the Netherlands was a proposal to conduct the above-mentioned analysis also by means of a survey based on hypothetical scenarios of terrorist attacks. Accordingly, three different scenarios and a questionnaire were developed covering both pillars of the Project, with **Pillar I** dealing with inter-operability and **Pillar II** with communication to the public. As for the scenarios, Scenario 1 involved the deliberate use of toxic chemicals, Scenario 2 involved the deliberate use of a zoonotic disease agent, and Scenario 3 involved the deliberate release of an infectious agent along with a request for an investigation directed to the Secretary-General of the United Nations (UN). Fifteen out of the nineteen Agencies invited[9] responded to the survey.

3. The analysis is based on the outcome of the Kick-Off Workshop, on the agencies' replies to the questionnaires and on additional research: it is referred to as "Scenario-based Gap Analysis" (hereinafter the "Analysis." The Analysis is focused on the specific activities that each agency would undertake in response to each scenario and on how they would coordinate with others in an actual attack situation, with the aim to highlight opportunities for enhancing coordination, also in terms of communication with the public.

4. The premise of the Analysis is that Agencies operate in-country at the request and consent of affected States (in this connection, see point 36 below.)

5. The Analysis confirms one of the key points from the Workshop, that while Agencies already cooperate in certain areas, are engaged in enhancing this cooperation/coordination, and would

7 The views expressed in the Analysis and this Executive Summary, including the proposed recommendations, do not necessarily reflect the views of all of the agencies that were invited to participate in the survey and to provide input on these documents, or the official positions of the relevant agencies. Significant effort was made to encourage the participation and contribution of all prospective stakeholder organizations. A few did not participate in some project activities and/or did not provide comments at this stage of implementation of the Project. As the security context continues to evolve around the world, prospective stakeholder organizations are invited to designate functional focal points, and to contribute their expertise in enhancing the UN and international organizations' coordinated response to chemical and biological terrorist attacks.

8 The term "agency" is used to refer in general to the United Nations Offices, Programs, Funds, Agencies and other international organizations participating in the Project.

9 The following agencies were invited to participate in the survey: 1540 Committee Group of Experts, BWC-ISU, FAO, ICAO, INTERPOL, IMO, IOM, OIE, OPCW, UNDPI, UNDSS, UNHCR, UNICRI, UNIDIR, UNOCHA, UNOCHA/UNEP Joint Environment Unit, UNODA, WCO and WHO. The scenarios were shared also with the IAEA.

endeavor to cooperate *ad hoc* with other partners at the time of an actual event, it is imperative that, where needed, additional practical modalities be established to ensure that Agencies are able to inter-operate effectively in response to an attack, as well as to communicate effectively to the public. In particular, more coordination is needed in the chemical area, while in the biological field there already exists some well-established bilateral and multilateral cooperation mechanisms.

6. The Analysis also confirmed that to be effective, coordination should not begin when an incident occurs, it should be ongoing beforehand to ensure inter-agency preparedness. Preparation, maintenance of situational awareness, and initiative to resolve unforeseen circumstances are essential. For this lesson, the Analysis looked to the experience on interagency coordination in response to nuclear and radiological events, in particular, the model of the Inter-Agency Committee on Radiological and Nuclear Emergencies (IACRNE). Important lessons were also drawn from recent events in Syria and in West Africa in response to the Ebola crisis.

7. The Analysis identified areas where organizations carry out similar activities. With differences between the biological and the chemical area, it found that such activities could be complementary and mutually reinforcing, provided that differences in the Agencies' mandates, purposes and operational modalities are respected and statutory constraints complied with. More in general, as each intervening agency pursues its own mandate, according to its own rules and procedure, when attempting to put together activities and experts, interoperability efforts should aim to "coordinate" and not to "integrate" their work, while accommodating different values and operational methods.

8. Further, the Analysis identified gaps in and challenges to effective interoperability. It looked at existing relevant practices, including in the nuclear field and, based on these practices, made practical recommendations for enhancing coordination and developing practical tools. It also identified issues for further consideration.

9. Within Pillar I, chemical incidents are addressed separately from biological ones (see points 9-35.) Various common issues, however, emerged (see points 36-67.) Pillar II, on the other hand, was dealt with jointly for all scenarios (see points 68-75): the Agencies' ways of handling communication to the public does not differ substantially in each scenario, while the challenges are similar.

10. The Project relies on each participating organization designating a "Functional Focal Point" for each Pillar of the Project in order to: i) carry out the Project's activities; and ii) after the completion of the Project, trigger effective coordination should an attack occur in real life.

11. The aim of Phase I of Project was to jointly develop initial operational proposals and practical tools for more effective inter-agency coordination in response to chemical and biological attacks, a task that is, frankly speaking, unprecedented for the international community. Now, more than ever, a plan for coordination is critical in countering these types of threats, which themselves are evolving. As such, the Analysis and its Executive Summary are working documents and leaving tools, which build on the CTITF WMD Working Group reports that came before it and brings that work forward at the operational level. Phase II, once funded, will test some of the proposed recommendations made during Phase I and develop additional ones.

I. Pillar I - Interoperability

a) Chemical area (Scenario 1)

Classification of the event and of the ensuing emergency

Gap

12. Classification of an event and of the ensuing emergency serves the purpose of informing relevant actors of the extent, complexity and duration of the organizational and/or external support required to respond to it as well as to ensure that each of those actors acts with appropriate urgency and mobilizes the appropriate resources. However, no coordinated system for the classification of an event and of the ensuing emergency exists among agencies that would intervene in case of an attack with chemical weapons.

Issue for further consideration

13. A coordinated system for the classification of an event could be developed in the chemical field, drawing on the experience of existing ones in other fields such as i) the World Health Organization's Rapid Risk Assessment and grading system, used to classify an outbreak; ii) the Inter-Agency Standing Committee (IASC) system for classification of humanitarian emergencies; iii) the system of event/emergency classification of radiological events adopted by the Joint Radiation Emergency Response Plan of the International Organizations (J-Plan).

Exchange of information

14. Ongoing and timely exchange of information among Agencies and affected States (including military actors where appropriate) and at all stages is critical to an effective response to an attack, as it ensures a common situational awareness and provides a basis for informed decision-making by responders and affected population. Exchange of reliable information about a serious threat of an attack is also important, as it would allow Agencies to engage in preparatory activities, as appropriate. This is particularly critical in light of the fact that most terrorist attacks with chemical weapons (CW) would lead to severe casualties very rapidly and allow no time for early warning. This also emphasizes the importance of prevention of and of focus on preparedness for an attack, in addition to strictly response.

Gap

15. While the participating Agencies' ultimate goal is to help States in protecting and providing assistance to affected communities in the event of an attack, in some instances, confidentiality requirements may hinder the ability of organizations to share sensitive and/or classified information. Where existing, dispositions in general cooperation agreements providing for exchange of information between the concerned Agencies, are not sufficient a legal basis for exchanging classified/sensitive information. Compliance with applicable confidentiality regimes would still be required.

Recommendation Nr. 1

16. Generally, information in the possession of an agency can be shared with third parties with the originator's prior consent, provided relevant confidentiality procedures are followed. Arrangements to enable exchange of information should be made with the information's originator, on an "as necessary basis" and at an early stage. At the same time, *ad hoc* agreements (such as secrecy agreements) with individuals and entities that might enter in the possession of classified/sensitive information in connection with a response operation could also be concluded. Relevant experience is available *inter alia* within the OPCW.

17. Cooperation agreements could also include provisions to share information about an imminent threat.

Assistance Needs Assessment

18. In case of a terrorist attack with CW as in Scenario 1, four of the Agencies that participated in the survey would carry out an assessment of the situation for the purpose of determining assistance needs. The humanitarian sector has a wealth of experience in this regard. This experience demonstrated that coordinated needs assessments is a valuable tool for saving lives and for ensuring an effective response.

Gap

19. Coordinated humanitarian needs assessment would be promoted by the OCHA in cooperation with responders present in the field. Other Agencies would endeavor to coordinate technical and sectoral needs assessment with others. At the same time, the Interface Procedures signed in 2012 between the OCHA and the OPCW allow for both Organizations to optimize their respective assistance activities and ensure a coordinated approach during response. However, no mechanism for a comprehensively coordinated technical needs assessment among all relevant Agencies exists specifically tailored to an event involving the use of CW.

Recommendation Nr. 2

20. Developing a system for coordinated needs assessment specific to a CW event among all relevant Agencies operating in the field could be considered by combining existing tools, and/or ensuring that specific CW aspects and expertise is incorporated into guidance, manuals and activities on coordinated humanitarian needs assessment developed by the Inter-Agency Standing Committee (hereinafter, "IASC".)

Investigation activities

Challenge

21. In case of a terrorist attack with CW as in Scenario 1, three of the Agencies that participated in the survey (INTERPOL, OPCW and WHO) would deploy investigative teams to the field to assess the situation as well as for fact-finding. These teams would collect samples and analyze them (either in the field or off-site), examine records; interview witnesses and other relevant persons. Coordination in this area would be at the same important and complicated, principally due to confidentiality restrictions and different in mandates and operational procedures. Indeed, it should be recalled that the nature and purpose of the investigation differs for various organizations according to their mandate (technical assessment with a view to establishing situational awareness, such as for the WHO, vs. establishment of CW use, such as for INTERPOL and the OPCW.)

Recommendation Nr. 3

22. The formation of joint investigative teams could be considered with a view to coordinating common practical tasks to aid in avoiding duplication of effort, while enabling Agencies to also carry out their unique mandates and to adhere to applicable confidentiality regimes. For example, arrangements could be made for a joint investigative team to interview a witness only once, based on pre-arranged questions agreed among them. For humanitarian actors, the focus should remain on affected populations and provision of assistance in accordance with humanitarian principles. Guiding principles and a list of challenges in possibly establishing such joint teams should be developed, using INTERPOL's experience with law enforcement – public health Joint Investigative Teams as a basis.

Cooperation agreements/arrangements

Gaps

23. Bilateral general cooperation agreements are in force in between most of the organizations participating in the survey that would intervene in a terrorist attack with CW as in Scenario 1. General cooperation agreements also exist between those Agencies, on the one hand, and the UN, on the other. General cooperation agreements with the UN cover cooperation with specific UN offices/departments

including OCHA, UNDPI, etc. However, supplementary arrangements might be needed to regulate specific aspects of coordination relevant to response to an event involving the use of CW, in practice. The Interface Procedures signed between the OCHA and the OPCW in 2012 are an example.

24. In those instances where no formal agreement to cooperate in responding to an attack and providing assistance exists, it emerged from the Analysis that Agencies would cooperate informally and *ad hoc*; however, this has yet to be tested. Recent experience in Syria has demonstrated that detailed operational arrangements need to be in place in order to allow for effective cooperation among Agencies during a crisis (in this connection, see point 35 below.)

25. In this connection, the need emerged for having detailed arrangements and procedures in place in advance to handle administrative aspects and procedures in case of joint operations, such as those relating to financial resources, personnel, insurance, and logistics (including particularly transportation and accommodation, etc.) A time saving measure, such arrangements would enhance the Agencies' ability to operate jointly in responding to an emergency, deploy teams expeditiously, etc. For recommendations in this regard, please see point 47 below.

b) Biological area (particularly Scenario 2: Zoonotic disease agent)

26. There are bilateral and multilateral inter-agency cooperation mechanisms in place in the biological area. These mechanisms enable Agencies with similar or complementary mandates, to combine resources and avoid duplication, as well as to tap resources from other stakeholders (scientific institutions, non-governmental organizations, individual experts, governments, etc.) in the phases of early warning, assessment/verification of the event and the dispatch of assistance. A relevant mechanism in this area is the Global Outbreak Alert Response Network (GOARN), as well as, potentially, the UN Secretary General's Mechanism for Investigation of Alleged Use of Chemical and Biological Weapons (hereinafter "UNSGM," though this mechanism was not relevant for the purposes of Scenario 2.) Some mechanisms are focused on alert and response to emerging zoonoses (for example the Global Early Warning System for health threats and emerging risks at the human–animal–ecosystems interface, also known as GLEWS; and the FAO-OIE Crisis Management Centre-Animal Health (CMC-AH).)

Challenge

27. Whether disease outbreaks (human or animal) result from natural events, or, accidental or deliberate release, the mechanisms for disease detection, notification and control work similarly. However, it should be noted that a deliberate event might have a bearing on how Agencies operate, particularly as regards the handling of information and the carrying out of certain response activities.

Exchange of information and investigation

Gap

28. In terms of containing the spread of a disease, information sharing is vital. While following applicable norms relating to information sharing with States and other entities, the FAO, OIE and WHO would treat information from a deliberate event the same as a natural outbreak. Similarly, procedures relating to verification and investigation of the outbreak would not change either. Consequently, these organizations would not likely apply the strict standards for confidentiality or evidence collection that would be required for the purposes of international fact-finding and/or criminal investigations - activities which other Agencies in the field and domestic law enforcement authorities would probably be engaged in. On the other hand, should the WHO and/or the OIE be asked to assist UNODA in a UNSG investigation then it would follow the arrangements set out in such a context.

29. In this connection, some suggested that formalized cooperation regarding information exchange and technical assistance in this area would be necessary. Discussions to this end are currently ongoing between INTERPOL and the OIE.

Recommendation Nr. 4

30. FAO, OIE and WHO could consider, preferably through the Tripartite mechanism (see next point), whether specific arrangements might be necessary to prepare for operating in context of a deliberate use. In this regard, consideration could be given to the experience of the OPCW, INTERPOL and the UNSGM relating to confidentiality arrangements, as well as to procedures for evidence-collection and maintaining chain of custody. Discussions with these Agencies on possible protocols and procedures could also be considered.

Cooperation

31. In 2010, the WHO, OIE and FAO issued a joint tripartite "concept note" relating to coordination of activities to address health risks at the human-animal ecosystems interfaces.[10] Not a formal, legally binging agreement, the concept note is a sort of declaration of intent, which sets a common strategic direction for the three organizations and proposes a long-term basis for international collaboration among them. In a similar fashion, the GOARN has developed Guiding Principles for International Outbreak Alert and Response, which record, in general terms, the consensus among GOARN partners on general modalities for field activity in contexts of international importance.

Recommendation Nr. 5

32. The FAO/OIE/WHO Tripartite Concept Note and the GOARN Guiding Principles represent interesting examples of informal documents recording the participating Agencies' common intent, shared approach and priorities in acting in response to emergencies. Based on these examples, consideration could be given to developing a joint declaration of intent, containing common approaches and guiding principles for coordination of response to a CW attack.

c) Biological area (particularly Scenarios 3: human infectious agent)

Challenge

33. The Ebola virus disease (EVD) outbreak, which spread in 2014 in West Africa, was the largest and most complex Ebola outbreak on record. In 2014, the UN Security Council determined that its unprecedented severity and extent constituted a threat to international peace and security and underscored that the control of outbreaks of major infectious diseases requires greater national, regional and international collaboration as well as a coordinated international response. In light of the magnitude of the outbreak, and in support of international response efforts, the UN Secretary-General established, in September 2014, the UN Mission for Ebola Emergency Response (UNMEER) – the first-ever UN emergency health mission. The Mission joined the capabilities and competencies of all the relevant UN actors under a unified operational structure to reinforce effective ground-level leadership and operational direction, while the WHO led on all health issues. While the EVD was a natural outbreak, the public health aspect of the response would be handled the same way in the case of deliberate use.

[10] The "FAO, the OIE and WHO: Sharing responsibilities and coordinating global activities to address health risks at the human–animal–ecosystems interfaces. A Tripartite Concept Note," available at http://www.oie.int/fileadmin/Home/eng/Current_Scientific_Issues/docs/pdf/FINAL_CONCEPT_NOTE_Hanoi.pdf.

Issue for further consideration

34. UNMEER is an example of a tool for coordinating international response in cases of extremely severe and large-scale disease outbreaks posing a high-level global health threat and requiring extraordinary resources and international response efforts (on this issue see also below, points 58-61.)

UNSG Mechanism

35. For the purposes of carrying out an investigation in the alleged use of biological weapons with the support and technical resources from relevant Agencies, the UN has signed a Memorandum of Understanding with the WHO. Discussions on a possible agreement are ongoing between UNODA and INTERPOL. The UN also signed an MoU with the OIE, as well as a Supplementary Agreement with the OPCW, relating to UNSGM investigations in States not Party to the Chemical Weapons Convention or in a territory not controlled by a State Party, though this agreement was not relevant for the purposes of scenario 3. Other steps have been taken to strengthen the UNSG Mechanism, with a particular focus on the biological area, including regular basic and enhanced training of experts nominated by Member States to the roster of the SGM, as well as exercises carried out in cooperation with Member States.

36. During 2014, UNODA conducted a lessons learned exercise on the UNSG's investigation into the alleged use of chemical weapons in Syria in 2013, when the UN Investigation Mission in the Syrian Arab Republic was established with support from the OPCW and WHO. Some of the lessons identified are particularly relevant for inter-agency interoperability and for this Project's purposes, namely:

Recommendations Nr. 6 to 11 (drawn from the UNODA's lessons learned on Syria)

i) "To put future missions on sound legal footing and to expedite cooperation in the event of the Mechanism's activation, agreements and arrangements … should be reached between the United Nations and other potential partners, such as INTERPOL;"

ii) "Develop a template for cooperation with a Host State to serve as a 'baseline' for any future investigation";

iii) "Streamline administrative procedures, to the greatest extent possible, between participating international organizations to ensure commonality of conditions of service such as insurance and other entitlements …;"

iv) "In addition to the SGM Roster of individual experts, the Secretary-General may consider the compilation of a list of 'partners' derived from international organizations upon which expertise could be drawn in the event of activation;"

v) "In addition to legal arrangements, pursue other forums for SGM stakeholders and/or other vehicles for cooperation (workshops, bilateral cooperation, and individual organizational tasks) in order to track progress and identify and address gaps on a regular basis;"

vi) "Conduct a mapping of existing organizational competencies so that additional arrangements, *inter alia* MOUs, could be concluded to identify the resources not yet secured, specifically in the case of an allegation of use of biological weapons."[11]

[11] UNODA, The Secretary-General's Mechanism for Investigations of Alleged Use of Chemical, Bacteriological (Biological) or Toxins Weapons: a Lessons Learned exercise for the UN Mission in the Syrian Arab Republic, 2015, available at http://www.un.org/disarmament/publications/more/syrian-ll-report/.

II. Pillar I - Common issues

Territorial State's consent and access

Challenge

37. Agencies operate in-country at the request and with the consent of affected States. However, a State may take a different approach to cooperation with international teams in circumstances of a deliberate terrorist event. The State may decide to restrict movement of international personnel, access to certain areas, persons, and information, etc. In view of possible coordinated joint field operations, it is critical to ensure that the right of access is granted on an equal basis to all relevant Agencies.

Recommendation Nr. 12

38. Some Organizations might be better placed to negotiate access than others, for example because of their political weight, or because of their longstanding presence in the field. These organizations would therefore be better placed to take the lead and/or support others in acquiring the necessary access to a country, or areas within its territory. While the purpose and modalities of negotiations on access vary from agency to agency, the skills, experiences, guidance and lessons available in this area could be shared and a list of general guiding principles and challenges drafted.

39. Some examples of coordination among Agencies in this area are: i) the UN's Emergency Relief Coordinator's role mandated by UNGA resolution 46/182 and supported by the OCHA to facilitate operational organizations' access to emergency areas; ii) the OPCW-UN Joint Mission in Syria for the Elimination of the Chemical Weapons Program of the Syrian Arab Republic; iii) OCHA's guidance on access-related issues; and the iv) OPCW's experience in negotiating access for its inspection activities.

Deploying teams

Challenge

40. Most of the Agencies intervening in the three Scenarios would deploy international teams, in some cases by mobilizing international networks of experts and resources, including from other Agencies and States. Personnel arrangements can get complicated when external experts are engaged, as each agency has its own rules regarding deployments. Specific administrative arrangements should be made to this end.

41. Relevant experience exists in the UN Disaster Assessment and Coordination (UNDAC) system (see, *inter* alia, the UNDAC Handbook), within the GOARN, which has developed a series of standard operating procedures in this regard, and in the context of the cooperation among FAO, OIE and WHO for response to zoonotic diseases. Operational recommendations in this regard are contained in point 48 below.

Dispatching equipment and relief/assistance supplies

Challenge

42. In some cases, Agencies intervening in the three scenarios would need to dispatch equipment (personal equipment, inspection equipment, protective equipment, etc.) At the same time, relief supplies would be dispatched to the requesting country, either from the Agencies' own stockpiles, or offered by States. Timely dispatch of both equipment and relief supplies to the event site is critical.

43. Given its border monitoring function, customs offices play a key role in facilitating the movement of emergency humanitarian items. The WCO and the OCHA signed an MoU and maintain close cooperation on issues relating to promoting Customs facilitation measures in the case of emergency and the handling of humanitarian relief consignments. A Model Agreement between the UN and a

State on measures to expedite relief consignments through customs, as well as informal guidelines for custom administrations on humanitarian assistance and emergencies measures have been developed.

44. Moreover, OCHA and DHL shipping, Deutsche Post, follow the practice of setting up airport-handling teams (Disaster Response Teams-DRTs) at the airports closest to the areas affected by an emergency with a view to facilitating an effective and uninterrupted relief supply, by both the UN and other actors.

Issue for further consideration

45. Both the MoU between OCHA and WCO, the above-mentioned Model Agreement and OCHA's arrangement with DHL are important examples of coordination tools to ensure the smooth dispatch of both humanitarian assistance and equipment. Although they relate mainly to situations of natural disasters, they could be used as a reference for developing similar tools in the context of a deliberate chemical weapon and/or biological weapon terrorist event. The WCO might support this process. In particular, whereas the Model Agreement between the UN and a State on measures to expedite relief consignments through customs has been developed to facilitate the entry of emergency relief consignments after natural or sudden onset disasters, amendments could be considered to include elements specific to chemical or biological attacks. At the same time, model agreements specifically regarding transit of supplies and equipment specifically used in a chemical or biological event could be developed.

Use of military assets in response operations

Challenge

46. Humanitarian organizations are concerned that their activity might be associated with security-like aspects and the possible use of military assets in response to C/BW terrorist attacks. They apprehend a negative impact on their humanitarian mandate aimed at alleviating human suffering based on stringent principles of humanity, neutrality, impartiality and operational independence.

Issue for further consideration

47. OCHA's role includes promotion of humanitarian civil-military coordination. The internationally agreed Guidelines on the Use of Military and Civil Defence Assets to Support UN Humanitarian Activities in Complex Emergencies ('MCDA Guidelines') spell out principles and concepts for coordination with the military in this context. They should also be referred to when considering the use of foreign military assets in response to C/BW terrorist attacks.

Arrangements for joint operations

Gap

48. In terms of enhancing existing coordination (particularly in the context of Scenarios 1 and 2), the need emerged for detailed arrangements relating to financial resources, personnel arrangements, insurance and logistics (including particularly accommodation, transportation, etc.) The need to "streamline administrative procedures, to the greatest extent possible, between participating international organizations to ensure commonality of conditions of service such as insurance and other entitlements …" was also one of the lessons emerged from the UNODA Syria lessons learned exercise (see point 35(iii)).

Recommendation Nr. 13

49. To address the need for detailed operational arrangements for possible joint deployment of teams, experts and equipment, it is recommended that a list of "critical elements of joint operations in response to C/BW terrorist attacks" be developed. This list would include relevant provisions generally contained in bilateral or multilateral cooperation agreements, as well as necessary administrative and technical arrangements (addressing such issues as finances, personnel, equipment/customs, transportation, visas, security, insurance/liability, etc.) derived from existing examples and lessons

(GOARN, UNDAC, UNSG Mechanism, etc., FAO-OIE Crisis Management Centre – Animal Health (CMC-AH), GLEWS, etc.)

The role of States

Lesson

50. As mentioned above, the UNODA Syria lessons learned exercise emphasized the need to ensure, for the success of an investigation, the Member States' willingness to provide the necessary modalities of cooperation. The same is valid for any response operation. A recommendation stemming from UNODA Syria lessons learned exercise was to a template for cooperation with a Host State (see point 35(ii) above.)

Issue for further consideration

51. Consideration could be given to developing joint guiding principles for Member States that would describe the kind of cooperation and support that would be needed by them in case of a response to a CW or BW terrorist attack, particularly in the context of activities conducted jointly by one or more Agencies.

Operations in a CW or BW contaminated environment: Protective and decontamination equipment and support

Gap

52. Protective equipment is essential for operations in a CW and BW contaminated environment, both for the purposes of the responders' access to "hot" (*i.e.* contaminated) zones, as well as for assisting and handling victims in the concerned areas and in health care facilities. Not all the Agencies who would intervene would have expertise in this area. In particular, while humanitarian organizations would be called to assist with handling the humanitarian consequences of a chemical or biological (or nuclear) incident, they would not be prepared or equipped for operating in a CW/BW contaminated environment. Their personnel could be exposed to risk and their operations disrupted. Support might also be required for first responders of the affected State.

Recommendation Nr. 14

53. At least two of the Agencies intervening in the various scenarios would have expertise and/or provide assistance in the area of decontamination (OPCW and WHO) and three would have expertise and/or provide assistance and/or advice and training with regard to protective equipment (OPCW, WHO and INTERPOL, the latter particularly as regards training on how to conduct an investigation in a contaminated environment.) This expertise could be offered to other responder Agencies, as well as, jointly to the affected States. Cooperation among Agencies in this area could entail the provision of protective and decontaminating equipment together with advice and training on their use. With regard to special decontamination measures needed in the event of the dispersal of biological agents into the environment, the WHO could provide support, as required, through technical advice and provision of in-house and external expertise through the GOARN. A list of standard types of available expertise, equipment and other assistance should be drafted. Other States should be invited to provide support as well¸ for example BWC States Parties.

Issue for further consideration

54. Humanitarian Agencies could benefit from the expertise of the OPCW, INTERPOL and the WHO with regard to their capacity in the area of protective equipment and training, health and safety measures, and decontamination. In 2013, an informal group, the Operational Preparedness Group for CBRN (hereinafter, "OPG on CBRN"), was established by humanitarian Agencies to share knowledge and coordinate policies on harmonization of humanitarian operational preparedness and response

procedures in case of CBRN incidents. Organizations and experts relevant by topic can be invited as observers to meetings of the Group.

Linking the humanitarian and the chemical and biological response systems

Challenge

55. While there is a well-functioning coordination structure for humanitarian action, there is a need to link the humanitarian with the chemical and the biological response systems and to bring the expertise in the chemical and biological sectors to support the humanitarian field. In the nuclear and radiological emergencies this question has already been addressed following the accident at the Fukushima Daiichi nuclear power plant in March 2011, in a study by the OCHA and in a later study by UNIDIR. The issue was also considered in the context of assessing the international response to the EVD outbreak. Recommendations emerged in those contexts are relevant also for the chemical and biological sector.

Recommendation Nr. 15

56. In particular, consideration should be given as to whether to involve organizations such as the OIE, the OPCW and INTERPOL in the work of the IASC (for example by providing expert input); as well as to introduce the humanitarian dimension of biological and chemical emergencies in the substantive discussions and policy development of the IASC so that the health and chemical security, on the one hand, and the humanitarian communities, on the other, can work together more closely towards aligning their coordination and response structures. The work initiated by the above-mentioned OPG on CBRN could form the basis of a more regular dialogue between technical organizations with CBRN capacity and the humanitarian Agencies, for example at the basis of the IASC.

Emergency discussions and connecting operations centres

57. The Fukushima accident demonstrated that emergency discussions and coordination were necessary in response to a nuclear or radiological emergency. In 2014, the IACRNE adopted a standard operating procedure on the process for preparing and conducting discussions among its member organizations using videoconferencing.

Recommendation Nr. 16

58. Developing a similar guidance should be considered in the context of a CW or BW terrorist attack. At the same time, consideration could also be given as to using VTC or teleconferencing to, while complying with relevant confidentiality regulations, connect the various command and control (or operations) centers of the responding Agencies, as they would be in charge of governing the response to an emergency as it unfolds.

The question of the lead agency

Issues for further consideration

59. In the absence of a lead agency, enabling effective inter-agency interoperability is crucial to ensuring effective response. However, identification of a lead entity with an overall coordinating role in the event of an attack might still be needed. This would be driven by the nature and characteristics of the relevant scenario. For example, the OPCW would be referred to in a CW event and should be prepared to assume a prominent role in coordination with other agencies due to the technical nature of its task. At the same time, the WHO would also have a key function in such a context with regard to the handling of the aspect of the event's health impact. Also the WHO, would have a prominent role in a BW event.

60. It emerged from the Analysis that each Agency would lead in their specific area of expertise. There could be various "lead Agencies", each in their own specialty: the WHO would lead with regard to the public health aspects of an emergency, the INTERPOL on forensic investigations, the OPCW on investigation of CW and coordination of assistance against such use, the FAO-OIE on questions related

to animal health, etc. This is the type of approach followed in the humanitarian cluster system. However, in that system, the decision as to which agency would lead is taken at the central level by the UN Resident (or the Humanitarian) Coordinator and only affects agencies participating in that system. On the other hand, in some areas (*e.g.* investigation) more than a single agency would have specific expertise. On the political side, moreover, the UN might take the responsibility of designating the lead agency, for example, by means of a Security Council resolution.

61. With regard to the question of the lead agency in the biological area, furthermore, in the context of the BWC review process, States Parties agreed that in the case of the use of BW, the UN could play a coordinating role in providing assistance, with the help of States.

62. Recently, short-term and focused UN missions have been established to ensure effective coordination of operations among relevant actors in the context of large emergencies or complex international operations. This was the case, as mentioned, for the response to the EVD outbreak, with the establishment of the UNMEER, as well as of the establishment of the OPCW-UN Joint Mission in Syria. Albeit the latter did not deal with the response to the use of CWs, but with the removal and destruction of Syria' CW stockpile, it was established to ensure effective inter-agency coordination between the UN and the OPCW, as well as with States of a highly complex operation. These examples would suggest that, if the scale of an emergency caused by a BW or CW attack is such that it would exceed the (already limited) inter-agency response coordination capabilities or when the nature of the engagement exceeds the mandate or capabilities of specific agencies, the UN might be better placed to assume the lead of response operations in cooperation with other technical Agencies. In this connection, some stressed the importance of ensuring that existing response mechanisms are well connected with the UN overall coordination effort.

Field coordination through the OSOCC

Issue for further consideration

63. The UN's On-Site Operations Coordination Centre (OSOCC) – in which all actors in the field are invited to participate – could offer a framework for interaction and coordination in the field for certain activities (such as assistance needs assessment, information management and overall coordination of assistance delivery.) All Agencies engaged in a response operation should endeavor to coordinate within the OSOCC.

Recommendation Nr. 17

64. For this purpose, the WMD Working Group's 2011 Report recommended that the "UNDAC mechanism should be formally adopted (and arrangements should be made accordingly involving OPCW, WHO, INTERPOL and OCHA) for the coordination of relief efforts arising from the use of chemical or biological weapons that have the potential of resulting in large numbers of casualties." While the UNDAC Team primarily will focus on humanitarian impact, consideration should be given to UNDAC utilizing specific technical CW expertise from the OIE, OPCW, INTERPOL and from within its own network.

Task Forces/Working Groups

65. It emerged from the Analysis that Task Forces have been established for coordinating specific aspects of a response (see, for example, the Joint Ebola Travel and Transport Task Force, established in 2014 to and provide a coordinated international response for the travel and tourism sector) or to coordinate work of Agencies within inter-agency cooperation mechanisms (see, for example, the GLEWS Task Force.) Working Groups have also been established to discuss and promote cooperation in the area of preparedness and the development of joint policies.

Recommendation Nr. 18

66. This tool/approach can be adapted in the context of CW/BW terrorist attacks, both for the purposes of facilitating coordination of response during an emergency, as well as to provide a regular forum for Agencies to discuss on preparedness and developing tools and policies for effective response. Maintaining contact and ongoing discussions among Agencies was another recommendation from the UNODA lessons learned on Syria (see point 35(v)). General terms of reference or guiding principles for establishing task forces and/or working groups for handling response to CW and/or BW use should be drafted (composition, general tasks, focus areas, etc.)

Funds

Challenge

67. Another element emerged from the Analysis was the question of financing for the Agencies' respective operational activities, including the functioning of inter-agency cooperation mechanisms, which is often dependent on extra-budgetary resources. Some Agencies might be competing for the same pool of resources.

Issue for further consideration

68. A suggestion was made to consider possibly establishing a multilateral common funding mechanism for response preparedness and implementation based on voluntary contributions from Member States and international Agencies. The recent establishment, by means of a decision of the 20th Session of the Conference of the States Parties to the Chemical Weapons Convention of a "Trust Fund for OPCW special missions" funded by means of withholding the distribution to Member States of available cash surplus from previous years could be a relevant example in this context. In this connection, links to existing mechanisms and support systems for mobilization of resources should also be explored.

III. Pillar II: Communication to the Public (Scenarios 1, 2 and 3)

Coordination of messaging

Gap

69. There is a recognized need for coordination of crisis communications. Information for messaging in coordinated within the humanitarian cluster system. OCHA also ensures coordination/communication with UN Member States with regard to the use of their military in support of humanitarian operations. In addition, the UN Communications Group, which is chaired by UNDPI, is the inter-agency coordination platform of public information and communications among UN Departments, Agencies, Funds and Programs. However, currently there are no existing modalities in place to coordinate such communication between UN agencies and non-UN entities. It emerged from the Analysis that ad hoc approaches would be followed and intervening Agencies would endeavor to coordinate communication with international partners as well as with the concerned State(s) at the time of the event. This would include holding regular conference calls, sharing media lines and information exchange as required, while the concerned State(S) have an in providing accurate and reliable information about the crisis.

Recommendation Nr. 19

70. In this connection, establishing informal inter-agency coordination platforms of public information and communications among UN Agencies, funds and programs, as well as other relevant Agencies is an option.

Issue for further consideration

71. In terms of other possible models or lessons, an example is the Joint Ebola Travel and Transport Task Force, which provided communication coordination among the participating Agencies (WHO, ICAO,

IATA, IMO and UNWTO) and issued joint communication messages. With regard to Ebola, UNDPI also coordinated all messaging on Ebola by daily coordination with UN System partners, including the World Bank.

72. Reference is further made to the lessons drawn from the Fukushima incident and the subsequent work within the IACRNE. With a view to ensuring consistent messaging throughout the various involved Agencies, the IACRNE developed an SOP on public communications of its member Organizations during a nuclear or radiological emergency. This SOP provides guidelines for preparing both individual and joint public/media statements and recognizes that each IACRNE organization would remain responsible for its own communication with the public and with the media.

73. IACRNE also issued an SOP for technical review of information related to a nuclear or radiological emergency posted on the websites of its member organizations. This was to ensure consistency in messaging to foster confidence from the public about the information provided.

Recommendation Nr. 20

74. The IACRNE SOPs on communication can be used as a model to develop guiding principles on coordination of messaging to the public in a C/B weapons terrorist event. Pre-agreed templates for joint messages (press releases, joint statements) for different emergency scenarios and in different languages should be prepared.

Risk Communication

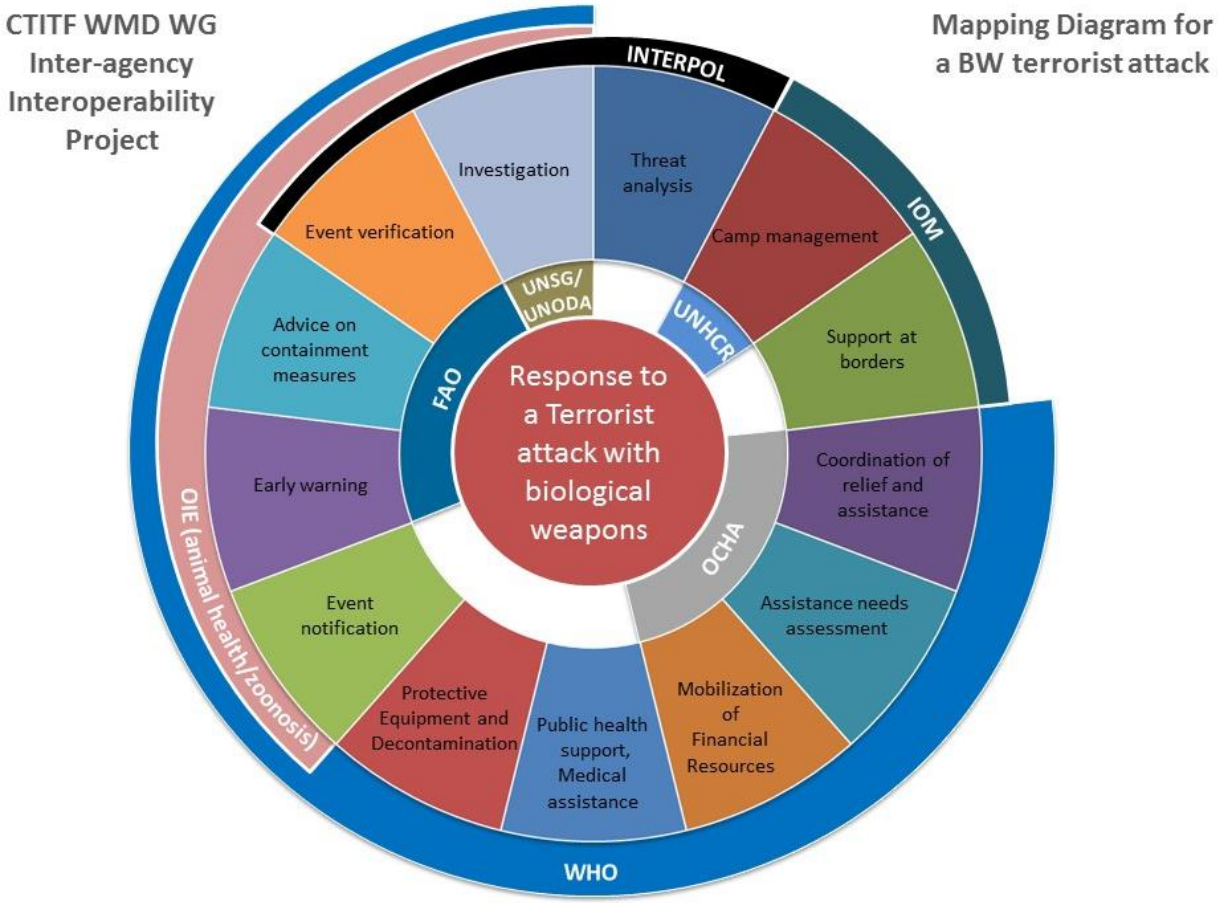
75. Most Agencies distinguished between risk communication and communication to the media. Some considered risk communication, whose purpose is to enable people directly at risk to take informed decisions to protect themselves and others, a central component of response, as its purpose is to enable people at risk to take informed decisions to protect themselves and others. Communication should focus on avoiding panic.

Recommendations Nr. 21 and 22

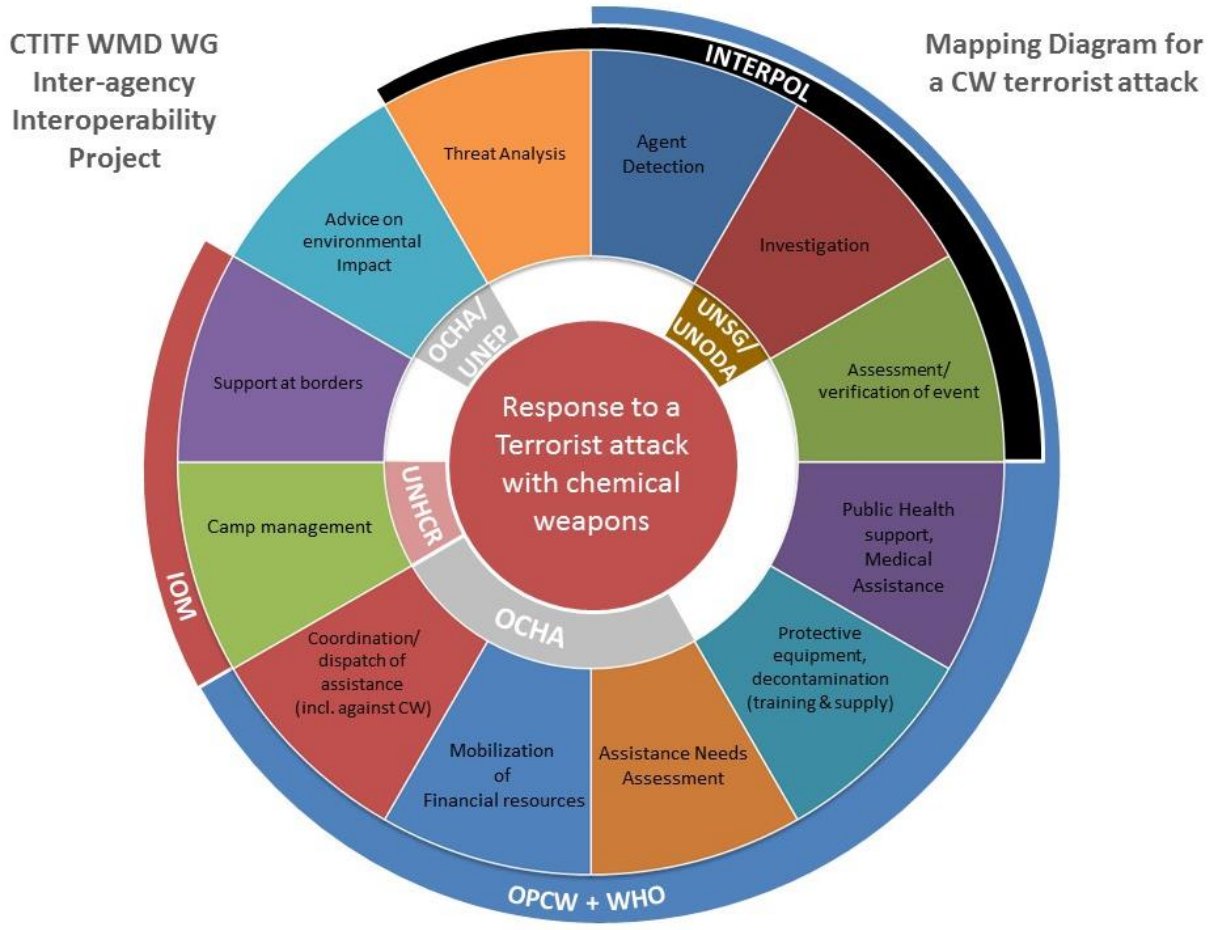
76. When considering coordinating communication to the media along the lines suggested above, consideration should also be given to modalities to coordinate risk communication to affected communities. Relevant examples in this connection could be the OCHA's "Communications with Communities" approach, the GLEWS coordinated risk communication and the WHO's Emergency Communication Network.

B. Mapping Diagrams

See footnote[12]



[12] The Executive Summary of the gap analysis produced two diagrams synthetizing the mapping of each agency's role in a biological or chemical emergency, with possible humanitarian implications. Here are presented the diagrams on the response to a terrorist attack with biological or chemical weapons. The diagrams attempt to shows, in a snapshot, which of the agencies considered in the project, would be engaged in the various phases and activities of a response. The diagrams reflect the areas where the United Nations and International Organizations carry out similar activities. In some of these areas, some agencies do cooperate. The project studied how this cooperation works, and looked at where activities by the IOs could reinforce each other, where agencies could perhaps enhance their cooperation and where the challenges lie in this endeavor. The diagrams are living documents that could be regularly updated.


CTITF WMD WG
Inter-agency
Interoperability
Project
Mapping Diagram for
a CW terrorist attack
INTERPOL
Threat Analysis
Agent
Detection
Investigation
Assessment/
verification of event
Public Health
support,
Medical
Assistance
Protective
equipment,
decontamination
(training & supply)
Assistance Needs
Assessment
Mobilization
of
Financial resources
Coordination/
dispatch of
assistance
(incl. against CW)
Camp management
Support at borders
Advice on
environmental
Impact
OCHA/
UNEP
UNSG/
UNODA
UNHCR
OCHA
Response to a
Terrorist attack
with chemical
weapons
IOM
OPCW + WHO

C. Common Understanding of Terms

Counter-Terrorism Implementation Task Force (CTITF) Working Group
on Preventing and Responding to WMD Attacks

Project on Ensuring Effective Inter-Agency Interoperability and Coordinated Communication in Case of Chemical and/or Biological Attacks

COMMON UNDERSTANDING OF TERMS[13]

"Without a common understanding of what specific terms and phrases mean, multi-agency working will always carry the risk of potentially serious misunderstandings, the consequences of which can be extremely severe."[14]

At the Kick-off Workshop of the CTITF Project on Ensuring Effective Inter-Agency Interoperability and Coordinate Communication (hereinafter, the "Project"), participants noted that the same terms mean different things in different agencies: for example, "response" might have different meanings for different agencies and in different areas (biological, chemical, humanitarian). Participants therefore pointed to the need to develop a common understanding of terms and of their different interpretation in each agency in the context of a response to a terrorist attack with chemical or biological weapons. This paper meets this request.

This is an informal document and a work in progress. Its aim is to promote the common understanding and common usage of concepts among agencies that, while having very different mandates and often operating in very different contexts, find themselves in the field together with others to respond to an emergency caused by a terrorist attack with chemical or biological weapons. Those contained in this document are therefore, operational "understandings", and generally not strictly legal or binding definitions.[15]

Another recommendation stemming from the Workshop is that the Project should draw from what already exists, particularly in the humanitarian field. Where possible, therefore, the terms and their definitions in this common understanding have been largely compiled from relevant treaties and acts of relevant agencies, as well as glossaries, guidelines and policy documents developed by various agencies and also States.

Glossaries have been developed particularly within the humanitarian sector as it relates to assistance in the context of natural disasters, complex emergencies and disaster risk reduction. While these glossaries are not specific to emergencies caused by release of biological and/or chemical agents, some of the terms defined therein are relevant and seem appropriate for use also in such contexts. At the same time, emergencies arising from terrorist acts using chemical or biological weapons can happen in circumstances or present aspects that are similar to emergencies relating to humanitarian disasters, while, present certain

13 The views expressed in this document, do not necessarily reflect the views of all of the agencies that were invited to participate in the survey and to provide input on these documents, or the official positions of the relevant agencies.
14 HM Government, "Emergency Response and Recovery: Non statutory guidance accompanying the Civil Contingencies Act 2004", revised version 5, October 2013, p. 215 (available at https://www.gov.uk/government/publications/emergency-responder-interoperability-lexicon.)
15 The views expressed in the Analysis and this Executive Summary, including its proposed recommendations, do not necessarily reflect the views of all of those invited to provide input or the official position of their relevant agencies.

circumstances, some humanitarian agencies would provide assistance also in the context of chemical and/or biological emergencies.

Where possible, definitions that have been adopted within the United Nations system and particularly with the humanitarian sector have not been modified. Treaty definitions have of course not been modified either. Where a definition has been retained unchanged, it is quoted in inverted commas. In some cases, however, definitions have been adapted to the specific purposes of the Project. The relevant source is indicated in the footnote. In other cases, finally, new definitions have been proposed.

Certain definitions are specific only to one area (chemical, biological, humanitarian or other). At the same time, if terms are differently interpreted by different agencies, each relevant definition is included.

TERMS

Access: "Permission, liberty, or ability to enter, approach, communicate with, or pass to and from a place, thing, or person". The right, permission or ability of representatives of an international organization, for the purposes of carrying out activities established under authorized mandates, to: enter into the territory of a State; enter into specific locations and buildings; pass to and from a place; approach, communicate with persons, things and records. Generally, such action is "subject to the consent of the State or parties concerned and does not prescribe coercive measures in the event of refusal, however unwarranted."[16]

Affected:

- For the WHO**:** "Persons, baggage, cargo, containers, conveyances, goods, postal parcels or human remains that are infected or contaminated, or carry sources of infection or contamination, so as to constitute a public health risk."[17]

Affected population: People requiring immediate assistance or relocation during an emergency, including basic survival needs such as food, water, shelter, sanitation, transportation and immediate medical assistance.[18]

Alert: "Advisory that hazard is approaching but is less imminent than implied by a warning message." [19] See also "warning".

All-hazard approach: "An approach to emergency management that takes into consideration all possible hazards — including biological, chemical, and radionuclear, hazards and natural disasters (e.g. fires, floods, other extreme weather events, volcanic eruptions, earthquakes and tsunamis)."[20]

Assessment: "The set of activities necessary to understand a given situation".[21]

Assistance: Support (including technical support and expert advice) or aid provided to States/persons/communities in need.

16 See, "Humanitarian access", in OCHA Glossary of Humanitarian Terms in relation to the Protection of Civilians in Armed Conflict, 2003, p. 13.
17 See WHO, International Health Regulations (2005), 2nd version, Art. 1.
18 UN Camp Coordination and Camp Management Cluster (IOM, UNHCR, ICDM), The Mend Guide: Comprehensive Guide for Planning Mass Evacuations in Natural Disasters, p. 16.
19 UN Department of Humanitarian Affairs, Internationally agreed glossary of basic terms related to Disaster Management, December 1992. See also Reliefweb Glossary of Humanitarian Terms, 2008, p. 9.
20 WHO Rapid Risk Assessment of Acute Public Health Events, 2012, Appendix 1, Glossary of terms, p. 28.
21 UNHCR Master Glossary of Terms Rev. 1, 2006, p. 4.

- For OCHA: "Aid provided to address the physical, material and legal needs of persons of concern. This may include food items, medical supplies, clothing, shelter, seeds and tools, as well as the provision of infrastructure, such as schools and roads."[22]
- For OPCW: "The coordination and delivery to States Parties of protection against chemical weapons, including, inter alia, the following: detection equipment and alarm systems; protective equipment; decontamination equipment and decontaminants; medical antidotes and treatments; and advice on any of these protective measures";[23]

Emergency assistance:

- For FAO: "Interventions in emergencies, described in FAO's emergency sequence (prevention, preparedness, early warning, impact and immediate needs assessment, relief, rehabilitation, reconstruction, sustainable recovery.)"[24]
- For WHO: "Those actions, which the Organization [WHO] will always deliver and be accountable for during emergencies with public health consequences. This will ensure a more effective and predictable response to and recovery from natural disasters, conflict, food insecurity, epidemics, environmental, chemical, food and nuclear incidents, political or economic crises and all other types of emergencies with public health consequences."[25]

Humanitarian Assistance: "Aid that seeks to save lives and alleviate suffering of a crisis- affected population". "Humanitarian assistance must be provided in accordance with the basic humanitarian principles of humanity, impartiality and neutrality, as stated in General Assembly Resolution 46/182. In addition, the UN seeks to provide humanitarian assistance with full respect for the sovereignty of States. Assistance may be divided into three categories - direct assistance, indirect assistance and infrastructure support - which have diminishing degrees of contact with the affected population."[26]

Military Assistance: "The use of military forces in humanitarian assistance missions during Complex Emergencies. Such assistance may take the form of military protection of humanitarian aid delivery, monitoring demobilization programs, providing logistics, arresting war criminals and protecting civilians. Military and Civil Defense Assets (MCDA): As defined in the 1994 "Oslo Guidelines", "comprises relief personnel, equipment, supplies and services provided by foreign military and civil defense organizations for international humanitarian assistance. Furthermore, civil defense organization means any organization that, under the control of a Government, performs the functions enumerated in Article 61, paragraph (1), of Additional Protocol I to the Geneva Conventions of 1949". When these assets are under UN control they are referred to as UN MCDA."[27]

Biological Weapons: "(1) Microbial or other biological agents, or toxins whatever their origin or method of production, of types and in quantities that have no justification for prophylactic, protective or other peaceful purposes; (2) weapons, equipment or means of delivery designed to use such agents or toxins for hostile purposes or in armed conflict."[28]

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22 UNHCR Master Glossary of Terms Rev. 1, 2006, p. 4.
23 Article X of the Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction.
24 FAO's Emergency activities: Technical Handbook Series, The emergency sequence, available at http://www.fao.org/docrep/003/x6868e/x6868e00.htm#m.
25 WHO Emergency Response Framework (2013), p 14.
26 Reliefweb Glossary of Humanitarian Terms, 2008, p. 29. See also OCHA Glossary of Humanitarian Terms in relation to the Protection of Civilians in Armed Conflict, 2003, p. 20.
27 OCHA Glossary of Humanitarian Terms in relation to the Protection of Civilians in Armed Conflict, 2003, p. 13. See also Reliefweb Glossary of Humanitarian Terms, 2008, p. 39.
28 Article I of the Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on their Destruction.

CBRN - Chemical, Biological, Radiological and/or Nuclear: "A term used to describe Chemical, Biological, Radiological or Nuclear materials."[29]

Chemical Weapons: Means the following, together or separately: "(a) Toxic chemicals and their precursors, except where intended for purposes not prohibited under this Convention, as long as the types and quantities are consistent with such purposes; (b) Munitions and devices, specifically designed to cause death or other harm through the toxic properties of those toxic chemicals specified in subparagraph (a), which would be released as a result of the employment of such munitions and devices; (c) Any equipment specifically designed for use directly in connection with the employment of munitions and devices specified in subparagraph (b)".[30] In this connection, **toxic chemicals** means: "Any chemical which through its chemical action on life processes can cause death, temporary incapacitation or permanent harm to humans or animals. This includes all such chemicals, regardless of their origin or of their method of production, and regardless of whether they are produced in facilities, in munitions or elsewhere."[31]

Command: "The exercise of vested authority that is associated with a role or rank within an organization, to give direction in order to achieve defined objectives."[32]

Containment: "To control and limit the spread of a harmful substance"[33] or of a disease.

Contamination: The presence of an infectious or toxic agent or matter on a human or animal body surface, in or on a product prepared for consumption or on other inanimate objects, including conveyances.[34]

- For FAO: "The presence of elevated concentrations of substances on humans, animals, food or in the environment above the natural background level for the area and for the organism."[35]
- For INTERPOL: From the law enforcement perspective, CBRNE contamination means material deposited at undesirable locations such as the skin and clothing, surface of objects, internal and external environment etc. Someone is (externally) contaminated when she or he has CBRNE material on his or her skin and/or clothes. At the same time, during evidence collection an evidence

29 HM Government, "Emergency Response and Recovery: Non statutory guidance accompanying the Civil Contingencies Act 2004", revised version 5, October 2013, p. 218 (available at https://www.gov.uk/government/publications/emergency-responder-interoperability-lexicon.)
30 Article II(1) of the Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction. This definition is also included in the OCHA Glossary of Humanitarian Terms in relation to the Protection of Civilians in Armed Conflict, 2003, p. 4.
31 Article II(2) of the Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction.
32 HM Government, "Emergency Response and Recovery: Non statutory guidance accompanying the Civil Contingencies Act 2004", revised version 5, October 2013, p. 52 (available at https://www.gov.uk/government/publications/emergency-responder-interoperability-lexicon.)
33 WHO, Manual for the Public Health Management of Chemical Incidents, 2009, p. 88.
34 See "Contamination" in WHO, International Health Regulations (2005), 2nd version, Art. 1.
35 The Codex Alimentarius defines a contaminant as follows: "Any substance not intentionally added to food, which is present in such food as a result of the production (including operations carried out in crop husbandry, animal husbandry and veterinary medicine), manufacture, processing, preparation, treatment, packing, packaging, transport or holding of such food or as a result of environmental contamination. The term does not include insect fragments, rodent hairs and other extraneous matter". This standard applies to any substance that meets the terms of the Codex definition for a contaminant, including contaminants in feed for food-producing animals, except: 1) Contaminants having only food and feed quality significance (e.g. copper), but no public health significance, in the food(s) given that the standards elaborated within the Codex Committee on Contaminants in Foods (CCCF) has the objective to protect public health. 2) Pesticide residues, as defined by the Codex definition that are within the terms of reference of the Codex Committee on Pesticide Residues (CCPR). 3) Residues of veterinary drugs, as defined by the Codex definition, that are within the terms of reference of the Codex Committee on Residues of Veterinary Drugs in Foods (CCRVDF). 4) Microbial toxins, such as botulinum toxin and staphylococcus enterotoxin, and microorganisms that are within the terms of reference of the Codex Committee on Food Hygiene (CCFH). 5) Residues of processing aids that are within the terms of reference of the Codex Committee on Food Additives (CCFA).

can become contaminated by other evidence(s) or by evidence collector(s) if not properly handled. In this case contamination means that unwanted constituent, contaminant or impurity (e.g. fibers, fingerprint etc) deriving from other evidence(s) or evidence collector(s) are unwillingly present on the evidence in question.

- For WHO: "Presence of an infectious or toxic agent or matter on a human or animal body surface, in or on a product prepared for consumption or on other inanimate objects, including conveyances, that may constitute a public health risk";

Control: "The application of authority, combined with the capability to manage resources, in order to achieve defined objectives."[36]

Coordination (Inter-agency): The integration of multi-agency efforts, inclusive of other agencies and organizations, local authorities and available capabilities in order to achieve defined common and interdependent objectives.[37]

> **Humanitarian Coordination**: "An approach based on the belief that a coherent response to an emergency will maximize its benefits and minimizes potential pitfalls. In each country, the coordination of UN humanitarian assistance is entrusted to the UN Resident and Humanitarian Coordinator. This coordination involves developing common strategies with partners both within and outside the UN system, identifying overall humanitarian needs, developing a realistic plan of action, monitoring progress and adjusting programs as necessary, convening coordination forums, mobilizing resources, addressing common problems to humanitarian actors, and administering coordination mechanisms and tools."[38]

Decontamination: "To make safe by eliminating poisonous or otherwise harmful substances (…) from people, buildings, equipment and the landscape"[39]

- For FAO: "The combination of physical and chemical processes that kills or removes pathogenic microorganisms or toxic agents."[40]
- For INTERPOL: Methods used to destroy, remove or reduce a substance to a level deemed acceptable for human health. Evidence decontamination involves the recording, decontaminating and packing of evidence samples and items from the contaminated scene.
- For WHO: "A procedure whereby health measures are taken to eliminate an infectious or toxic agent or matter on a human or animal body surface, in or on a product prepared for consumption or on other inanimate objects, including conveyances, that may constitute a public health risk."[41]

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36 HM Government, "Emergency Response and Recovery: Non statutory guidance accompanying the Civil Contingencies Act 2004", revised version 5, October 2013, p. 52-53 (available at https://www.gov.uk/government/publications/emergency-responder-interoperability-lexicon.) The guidance also stresses that "Some organisations define command and control together, but the key element of control is the combination of authority with the means to ensure command intent is communicated and results monitored. While command cannot be exercised by one organisation over another, the authority to exercise control of an organisation's personnel or assets, for a specified time period to attain defined objectives, can be granted or delegated to another organisation. This granting of control does not imply that the responsibility for those resources has been transferred."

37 See HM Government, "Emergency Response and Recovery: Non statutory guidance accompanying the Civil Contingencies Act 2004", revised version 5, October 2013, p. 53 (available at https://www.gov.uk/government/publications/emergency-responder-interoperability-lexicon.)

38 Reliefweb Glossary of Humanitarian Terms, 2008, p. 13.

39 See "Decontamination" in WHO, Manual for the Public Health Management of Chemical Incidents, 2009, p. 88.

40 See "Decontamination procedures" in FAO, Manual on Procedures for Disease Eradication by Stamping Out, 2001, p. 32.

41 WHO, International Health Regulations (2005), 2nd version, Art. 1.

Deliberate event: An act (or threat) involving the intentional or threatened release of hazardous (particularly CBRNE) substances to cause harm. Hazardous substances include chemicals and biological agents.[42]

Disaster: "A serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources. Disasters are often described as a result of the combination of: the exposure to a hazard; the conditions of vulnerability that are present; and insufficient capacity or measures to reduce or cope with the potential negative consequences. Disaster impacts may include loss of life, injury, disease and other negative effects on human physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption and environmental degradation." [43]

- For INTERPOL: **Disaster Victim Identification (DVI) Operations:** Open disaster is a major catastrophic event resulting in the deaths of a number of unknown individuals for whom no prior records or descriptive data are available. It is difficult to obtain information about the actual number of victims following such events. Closed disaster is a major catastrophic event resulting in the deaths of number of individuals belonging to a fixed, identifiable group (e.g. aircraft crash with passenger list) – From INTERPOL's Disaster Victim Identification Guide 2009.

Natural Disaster: "Natural disasters are events brought about by natural hazards that seriously affect the society, economy and/or infrastructure of a region." [44]

Technological or man-made hazards (complex emergencies/conflicts, famine, displaced populations, industrial accidents and transport accidents): "Events that are caused by humans and occur in or close to human settlements. This can include environmental degradation, pollution and accidents."[45]

Disaster Management: "Comprehensive approach and activities to reduce the adverse impacts of disasters."[46]

Disaster Mitigation: "A set of measures to reduce or neutralize the impact of natural hazards by reducing social, functional, or physical vulnerability."[47]

Disease:

- For the WHO: "An illness or medical condition, irrespective of origin or source, that presents or could present significant harm to humans."[48]
- For the OIE: "The clinical and/or pathological manifestation of infection"[49] or "Clinical or non-clinical infection with one or more aetiological agents." [50]

Disease Control: "All policies, precautions and measures taken to prevent the outbreak or spread of communicable diseases." [51]

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42 See http://who.int/environmental_health_emergencies/deliberate_events/en/.
43 See http://www.unisdr.org/we/inform/terminology#letter-d. See also Joint Radiation Emergency Response Plan of the International Organizations (EPR-JPLAN), IAEA, 2013, Appendix C, Glossary and Abbreviations, p. 2. See also 2009 UNISDR Terminology on Disaster Risk Reduction, p. 22.
44 Protecting Persons Affected by Natural Disasters, IASC Operational Guidelines, 2006.
45 Reliefweb Glossary of Humanitarian Terms, 2008, p. 53.
46 Reliefweb Glossary of Humanitarian Terms, 2008, p. 18.
47 Reliefweb Glossary of Humanitarian Terms, 2008, p. 18.
48 WHO, International Health Regulations (2005), 2nd version, Art. 1.
49 OIE Terrestrial Health Code, Glossary.
50 OIE Aquatic Health Code, Glossary.
51 UN Department of Humanitarian Affairs, Internationally agreed glossary of basic terms related to Disaster Management, December 1992.

Disinfection:

- For OIE: "The application, after thorough cleansing, of procedures intended to destroy the infectious or parasitic agents of animal diseases, including zoonoses; this applies to premises, vehicles and different objects which may have been directly or indirectly contaminated."[52]
- For WHO: "The procedure whereby health measures are taken to control or kill the insect vectors of human diseases present in baggage, cargo, containers, conveyances, goods and postal parcels."[53]

Displacement: "Forcible or voluntary uprooting of persons from their homes by violent conflicts, gross violations of human rights and other traumatic events, or threats thereof. Persons who remain within the borders of their own country are known as **internally displaced persons**. Persons who are forced to flee outside the borders of their state of nationality or residence for reasons based on a well-founded fear of persecution on the grounds identified in the 1951 Refugee Convention or to flee conflict in the case of States Parties to the 1969 OAU Convention or 1984 Cartagena Declaration on Refugees are known as **refugees**."[54]

> **Internal Displacement:** "Involuntary movement of people inside their own country. This movement may be due to a variety of causes, including natural or human-made disasters, armed conflict, or situations of generalized violence."[55]

Dissemination: One way transmission of information.[56]

- For INTERPOL: The deliberated release of CBRNE material.

Early warning: "The provision of timely and effective information, through identified institutions, that allows individuals exposed to a hazard to take action to avoid or reduce their risk and prepare for effective response."[57]

- For FAO, OIE, WHO (within the GLEWS): "Rapidly detect communicable disease phenomena with the potential for serious socioeconomic consequences or international public health concerns in order for adequate and timely response to be taken."[58]

Early warning system: Any set of capacities needed to provide timely and meaningful alert information to enable individuals and communities threatened by hazards to act in sufficient time and in an appropriate manner to reduce the possibility of personal injury, loss of life and livelihoods, damage to property and the environment, and to prepare for effective response.[59]

Emergency: "A sudden and usually unforeseen event that calls for immediate measures to minimize its adverse consequences."[60] "A non-routine situation that necessitates prompt action, primarily to mitigate a hazard or adverse consequences for human health and safety, quality of life, property or the environment."[61]

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52 OIE Terrestrial Health Code, Glossary.
53 WHO, International Health Regulations (2005), 2nd version, Art. 1.
54 OCHA Glossary of Humanitarian Terms in relation to the Protection of Civilians in Armed Conflict, 2003, p. 9.
55 UNHCR Master Glossary of Terms Rev. 1, 2006, p. 12
56 See FAO-OIE Global Framework for the progressive control of Transboundary Animal Diseases (GF-TADs), 2004, pp. 35-36.
57 Reliefweb Glossary of Humanitarian Terms, 2008, p. 24.
58 See Global Early Warning and Response System for Major Animal Diseases including Zoonoses (GLEWS), p. 4.
59 "This definition encompasses the factors that lead to effective response." 2009 UNISDR Terminology on Disaster Risk Reduction, p. 12.
60 UN Department of Humanitarian Affairs, Internationally agreed glossary of basic terms related to Disaster Management, December 1992.
61 Joint Radiation Emergency Response Plan of the International Organizations (EPR-JPLAN), IAEA, 2013, Appendix C, Glossary and Abbreviations, p. 2.

Complex emergency: "Situations of disrupted livelihoods and threats to life produced by warfare, civil disturbance and large-scale movements of people, in which any emergency response has to be conducted in a difficult political and security environment."[62]

- For humanitarian agencies: "A multifaceted 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 a multi-sectoral, international response that goes beyond the mandate or capacity of any single agency and/or the ongoing UN country programme. Such emergencies have, in particular, a devastating effect on children and women, and call for a complex range of responses." [63]

Environmental Emergency: a sudden onset disaster or accident resulting from natural, technological or human- induced factors, or a combination of these, that cause or threaten to cause severe environmental damage as well as harm to human health and/or livelihoods.[64]

Emergency Relief: "The immediate survival assistance to the victims of crisis and violent conflict." "The main purpose of emergency relief is to save lives."[65]

Health measures: "Procedures applied to prevent the spread of disease or contamination; a health measure does not include law enforcement or security measures."[66]

Incidence:

- For the OIE: "The number of new cases or outbreaks of a disease that occur in a population at risk in a particular geographical area within a defined time interval" [67] or "means the number of new outbreaks of disease within a specified period of time in a defined aquatic animal population." [68]

Infection:

- For the OIE: "The entry and development or multiplication of an infectious agent in the body of humans and animals"[69] or "the presence of a multiplying or otherwise developing or latent pathogenic agent in a host. This term is understood to include infestation where the pathogenic agent is a parasite in or on a host." [70]
- For the WHO: "The entry and development or multiplication of an infectious agent in the body of humans and animals that may constitute a public health risk."[71]

Information Management (IM): "The sum of all activities, collection, processing, organization and dissemination of information in order to help humanitarian actors achieve their goals in an effective and timely manner. Goals can include improved coordination, early warning, advocacy or transition."[72]

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62 WHO, Environmental health in emergencies and disasters: a practical guide, 2002, p. 4.
63 OCHA Glossary of Humanitarian Terms in relation to the Protection of Civilians in Armed Conflict, 2003, p. 6.
64 See Joint OCHA/UNEP Environment Unit, Environmental Emergency Centre (ECC) (https://docs.unocha.org/sites/dms/Documents/EEC%20fact%20sheet_supporting%20national%20responders.pdf.)
65 UNHCR Master Glossary of Terms Rev. 1, 2006, p. 8.
66 WHO, International Health Regulations (2005), 2nd version, Art. 1.
67 OIE Terrestrial Health Code, Glossary.
68 OIE Aquatic Health Code, Glossary.
69 OIE Terrestrial Health Code, Glossary.
70 OIE Aquatic Health Code, Glossary.
71 WHO, International Health Regulations (2005), 2nd version, Art. 1.
72 Reliefweb Glossary of Humanitarian Terms, 2008, p. 35.

Inspection:

- For the WHO: "The examination, by the competent authority or under its supervision, of areas, baggage, containers, conveyances, facilities, goods or postal parcels, including relevant data and documentation, to determine if a public health risk exists."[73]

Intelligence:

- For INTERPOL: The collection of information for operational, tactical and strategic support to crime-related projects, investigations and operations.

Internally displaced person: See "Displacement."

Inter-operability: The ability of diverse systems and organizations to work together (inter-operate.)

- For OCHA: "Interoperability describes the effort to optimize the response to the needs of affected people by making systems that are very different work better together in a predictable way, based on their respective comparative advantage, without co-opting them and while accommodating different values."[74]

Investigation:

- For INTERPOL: The action of investigating something or someone; formal or systematic examination or research involving the task of gathering and evaluating information.
- For WHO: "Refers to a disease outbreak investigation to determine the occurrence of cases of disease in excess of what would normally be expected in a defined community, geographical area or season. A single case of a communicable disease long absent from a population, or caused by an agent (e.g. bacterium or virus) not previously recognized in that community or area, or the emergence of a previously unknown disease, may also constitute an outbreak and should be reported and investigated."[75]

Investigation of alleged use:

- For the OPCW: An investigation carried out to establish relevant facts related to a request for assistance and protection against the use or threat of use of chemical weapons pursuant to Art. X, para. 8 of the CWC, as well as the type and scope of assistance and protection needed.[76]
- For the UN: Activity initiated by the UN Secretary-General under UN General Assembly Resolution A/RES/42/37 (C), dated 30 November 1987 (endorsed by the Security Council resolution 620 (1998), dated 26 August), requesting "the Secretary-General to carry out promptly investigations in response to reports that may be brought to his attention by any Member State concerning the possible use of chemical and bacteriological (biological) or toxin weapons that may constitute a violation of the 1925 Geneva Protocol or other relevant rules of customary international law in order to ascertain the facts of the matter, and report promptly the results of any such investigation to all Member States" (para. 4.)

Mandate (of an international organization): The legal framework that defines the responsibilities of an international organization and that is contained in its founding treaty(ies).[77]

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73 WHO, International Health Regulations (2005), 2nd version, Art. 1.
74 OCHA, Interoperability: Humanitarian Action in a Shared Space. OCHA Policy and Studies Series, July 2015, p. 1.
75 WHO Disease Outbreaks, http://www.who.int/topics/disease_outbreaks/en/.
76 Art. X, para. 9.
77 See "Mandate", in OCHA Glossary of Humanitarian Terms in relation to the Protection of Civilians in Armed Conflict, 2003, p. 19.

Inspection Mandate:

- For the OPCW: The instructions issued by the Director-General to the inspection team for the conduct of a particular inspection.[78]

Medical examination: "The preliminary assessment of a person by an authorized health worker or by a person under the direct supervision of the competent authority, to determine the person's health status and potential public health risk to others, and may include the scrutiny of health documents, and a physical examination when justified by the circumstances of the individual case."[79]

Mitigation: Measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and the environment.[80] The lessening or limitation of the adverse impacts of hazards and related disasters.[81] All activities aimed at reducing the health, environmental and economic impact of an event once the event has occurred.[82]

Monitoring: "System that permits the continuous observation, measurement and a valuation of the progress of a process or phenomenon with a view to taking corrective measures".[83] See also "surveillance".

- For OIE: "The intermittent performance and analysis of routine measurements and observations, aimed at detecting changes in the environment or health *status of a population.*"[84]

Notification: "A message submitted promptly to a national or international authority by an authorized competent authority under international treaty or according to international standards providing details of an emergency or possible emergency."[85]

- For OIE: "The procedure by which: a) the Veterinary Authority informs the Headquarters [the Permanent Secretariat of the World Organization for Animal Health (OIE)]; b) the Headquarters inform the Veterinary Authority, of the occurrence of an outbreak of disease or infection."
- For the WHO: "Each [WHO] State Party shall assess events occurring within its territory by using the decision instrument in Annex 2. Each State Party shall notify WHO, by the most efficient means of communication available, by way of the National IHR Focal Point, and within 24 hours of assessment of public health information, of all events which may constitute a public health emergency of international concern within its territory in accordance with the decision instrument, as well as any health measure implemented in response to those events."[86]

Outbreak:

- For the OIE: "The occurrence of one or more cases in an epidemiological unit."[87]

78 Annex on Implementation and Verification to the Chemical Weapons Convention, Part I, para 14.
79 International Health Regulations 2005, Art. 1.
80 See "Mitigation" in WHO Environmental health in emergencies and disasters: a practical guide, 2002, p. 4.
81 See http://www.unisdr.org/we/inform/terminology#letter-m.
82 See "Mitigation" in WHO, Manual for the Public Health Management of Chemical Incidents, 2009, p. 89.
83 UN Department of Humanitarian Affairs, Internationally agreed glossary of basic terms related to Disaster Management, December 1992.
84 OIE Terrestrial Health Code, Glossary.
85 Joint Radiation Emergency Response Plan of the International Organizations (EPR-JPLAN), IAEA, 2013, Appendix C, Glossary and Abbreviations, p. 3.
86 International Health Regulations (2005), Art. 6.
87 OIE Terrestrial Animal Code, Glossary. See also the OIE Aquatic Animal Code, Glossary. The OIE Terrestrial Animal Code defines an "Epidemiological Unit" as "A group of animals with a defined epidemiological relationship that share approximately the same likelihood of exposure to a pathogen. This may be because they share a common environment (e.g. animals in a pen), or because of common management practices. Usually, this is a herd or a flock. However, an epidemiological unit may also refer to groups such as animals belonging to residents of a village, or animals sharing a communal animal handling facility. The

- For the WHO: "The occurrence of cases of disease in excess of what would normally be expected in a defined community, geographical area or season. An outbreak may occur in a restricted geographical area, or may extend over several countries. It may last for a few days or weeks, or for several years. A single case of a communicable disease long absent from a population, or caused by an agent (e.g. bacterium or virus) not previously recognized in that community or area, or the emergence of a previously unknown disease, may also constitute an outbreak."[88]

Personal protective equipment: Includes all clothing and other work accessories designed to create a barrier against workplace hazards and protect the wearer's body from injury and CBRNE contamination. Examples include safety goggles, blast shields, hard hats, hearing protectors, gloves, respirators, aprons, and work boots.[89]

Point of entry: "A passage for international entry or exit of travellers, baggage, cargo, containers, conveyances, goods and postal parcels as well as agencies and areas providing services to them on entry or exit."[90]

- For the OPCW: "'Point of Entry'/'Point of Exit' means a location designated for the in-country arrival of inspection teams for inspections pursuant to this Convention or for their departure after completion of their mission."[91]
- For the WHO: "Passage for international entry or exit of travellers, baggage, cargo, containers, conveyances, goods and postal parcels as well as agencies and areas providing services to them on entry or exit."[92]

Preparedness: "The capacities and knowledge developed by governments, professional response organizations, communities and individuals to anticipate and respond effectively to the impact of likely, imminent or current hazard events or conditions."[93] It "consists of all activities taken in anticipation of a crisis to expedite effective emergency response" [94] and includes "contingency planning, stockpiling of equipment and supplies, emergency services and stand-by arrangements, communications, information management and coordination arrangements, personnel training, community drills and exercises, and public education."[95]

- For the WHO: "Public Health Preparedness/Emergency Preparedness": "Reducing the impact of outbreaks on individuals and societies through means such as comprehensive national plans tested and refined through conducting exercises and engaging the whole of society."[96] "Long-term activities whose goals are to strengthen the overall capacity and capability of a country or a community to manage efficiently all types of emergencies and bring about an orderly transition from relief through recovery, and back to sustained development. It requires that emergency plans be developed, personnel at all levels and in all sectors be trained, and communities at risk be educated, and that these measures be monitored and evaluated regularly."[97]

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epidemiological relationship may differ from disease to disease, or even strain to strain of the pathogen." The OIE Aquatic Animal Code, Glossary defines an "Epidemiological Unit" as "means a group of animals that share approximately the same risk of exposure to a pathogenic agent with a defined location. This may be because they share a common aquatic environment (e.g. fish in a pond, caged fish in a lake), or because management practices make it likely that a pathogenic agent in one group of animals would quickly spread to other animals (e.g. all the ponds on a farm, all the ponds in a village system)."

88 See http://www.who.int/topics/disease_outbreaks/en/.

89 See WHO, Manual for the Public Health Management of Chemical Incidents, 2009, p. 89.

90 WHO, International Health Regulations (2005), 2nd version, Art. 1.

91 Paragraph 24 of Part I of the Verification Annex to the Chemical Weapons Convention.

92 International Health Regulations (2005), Art. 1.

93 2009 UNISDR Terminology on Disaster Risk Reduction, p. 21.

94 IASC, Inter-Agency Contingency Planning Guidelines for Humanitarian Assistance, 2007, p. 41, quoting as their primary source the ODI- HPN Contingency Planning Review Paper 2007.

95 2009 UNISDR Terminology on Disaster Risk Reduction, p. 21.

96 See "Public Health Preparedness."

97 WHO, Risk reduction and emergency preparedness, 2007, p. 8.

Public health emergency of international concern: "An extraordinary event which is determined (…): (i) to constitute a public health risk to other States through the international spread of disease; and (ii) to potentially require a coordinated international response."[98]

Public health risk: "A likelihood of an event that may affect adversely the health of human populations, with an emphasis on one which may spread internationally or may present a serious and direct danger".[99]

Refugee: See "Displacement."

Relief: "Assistance and/or intervention during or after disaster to meet the life preservation and basic subsistence needs. It can be of emergency or protracted duration."[100]

Response: "Encompasses the decisions and actions taken to deal with the immediate effects of an emergency" for the purpose of protecting life, containing and mitigating the impacts of the emergency and create the conditions for a return to normality. It "encompasses the effort to deal not only with the direct effects of the emergency itself (e.g. fighting fires, rescuing individuals) but also the indirect effects (e.g. disruption, media interest)."[101]

- For FAO, OIE, WHO (within the GLEWS): "Actions that would be targeted at rapid and effective containment of, and leading to, the elimination of a disease outbreak, thus preventing it from turning into a serious epidemic. This includes contingency planning and emergency preparedness."[102]
- For humanitarian agencies: A sum of decisions and actions taken during and after disaster, including immediate relief, rehabilitation, and reconstruction.[103]
- For INTERPOL: Providing analytical and investigative support for member countries in order to assist in pursuit and prosecution of offenders, thus preventing further incidents.

(Emergency) Response: "The performance of actions to mitigate the consequences of an emergency for human health and safety, quality of life, property and the environment." [104]

Risk communication: "Refers to the exchange of real-time information, advice and opinions between experts and people facing threats to their health, economic or social well-being. The ultimate purpose of risk communication is to enable people at risk to take informed decisions to protect themselves and their loved ones. Risk communication uses many communications techniques ranging from media and social media communications, mass communications and community engagement. It requires a sound understanding of people's perceptions, concerns and beliefs as well as their knowledge and practices. It also requires the early identification and management of rumors, misinformation and other challenges."[105]

98 WHO, International Health Regulations (2005), 2nd version, Art. 1.
99 WHO, International Health Regulations (2005), 2nd version, Art. 1.
100 UN Department of Humanitarian Affairs, Internationally agreed glossary of basic terms related to Disaster Management, December 1992.
101 HM Government, "Emergency Response and Recovery: Non statutory guidance accompanying the Civil Contingencies Act 2004", revised version 5, October 2013, para. 1.3.2, p. 10.
102 Global Early Warning and Response System for Major Animal Diseases including Zoonoses (GLEWS), p. 4.
103 This corresponds to the definition of "Disaster response" in the UN Department of Humanitarian Affairs, Internationally agreed glossary of basic terms related to Disaster Management, December 1992.
104 Joint Radiation Emergency Response Plan of the International Organizations (EPR-JPLAN), IAEA, 2013, Appendix C, Glossary and Abbreviations, p. 2.
105 See http://www.who.int/risk-communication/background/en/.

Stockpiling: "The process of prior identification, availability and storage of supplies likely to be needed for disaster response."[106]

Surveillance:

- For the WHO: "The systematic ongoing collection, collation and analysis of data for public health purposes and the timely dissemination of public health information for assessment and public health response as necessary."[107]
- For the OIE: "The systematic ongoing collection, collation, and analysis of information related to animal health and the timely dissemination of information so that action can be taken"[108] or "A systematic series of investigations of a given population of aquatic animals to detect the occurrence of disease for control purposes, and which may involve testing samples of a population."[109]

Suspect:

- For the WHO: "Those persons, baggage, cargo, containers, conveyances, goods or postal parcels considered by a State Party as having been exposed, or possibly exposed, to a public health risk and that could be a possible source of spread of disease."[110]

Threat analysis/assessment: A multidisciplinary activity (…) aimed at identifying those who may wish to use biological or chemical weapons against the population, the agents that may be used, and the circumstances under which they may be used."[111]

- For INTERPOL: A structured process used to evaluate and determine the credibility, and seriousness posed by a natural, criminal, terrorist or accidental actor to a particular target. A threat assessment is performed to determine the best approaches to securing a system against a particular threat, or class of threats.

United Nations Security Phases: Five security phases that take into consideration the particular political, geographical and other relevant circumstances of the duty station concerned, are as follows:

- "Phase one – Precautionary: Warn staff that the security situation in the country or a portion of the country is such that caution should be exercised. Travel to the duty station requires advance clearance from the Designated Official;
- Phase two – Restricted movement: All staff members and their families will be required to remain at home, unless otherwise instructed. No travel, incoming within the country, will occur unless specifically authorized by the Designated Official as essential travel;
- Phase three – Relocation: Indicates a substantial deterioration in the security situation, which may result in the relocation of staff members or their eligible dependants;
- Phase four – Programme suspension: Apart from staff directly concerned with emergency or humanitarian relief operations or security matters, other internationally recruited staff members who heretofore were considered essential to maintain programme activities will be evacuated;
- Phase five – Evacuation: The decision to initiate Phase Five, declared following approval by the Secretary-General, signifies that the situation has deteriorated to such a point that all remaining internationally recruited staff members are required to leave." [112]

106 UN Department of Humanitarian Affairs, Internationally agreed glossary of basic terms related to Disaster Management, December 1992.
107 WHO International Health Regulations (2005), 2nd version, Art. 1.
108 OIE Terrestrial Animal Code, Glossary. OIE Aquatic Animal Code, Glossary.
109 OIE Aquatic Animal Code, Glossary.
110 WHO International Health Regulations (2005), 2nd version, Art. 1.
111 See Public Health Response to Biological and Chemical Weapons: WHO Guidance, 2004, pp. 57-58.
112 UNHCR Master Glossary of Terms Rev. 1, 2006, p. 22-23.

Verification:

- For FAO, OIE, WHO (within the GLEWS): "Actions undertaken by the different organizations (OIE, FAO, WHO) in order to validate the accuracy of the data they find or receive."[113]
    - For the OIE: "The confirmation (validation) or denial of the information by the OIE Delegate. For non OIE member countries, the confirmation provided by FAO/AGAH, on these countries (FAO/AGAH public domain information). OIE Reference laboratories results are also used to verify the information." [114]
    - For FAO/AGAH: Verification/validation: "Seek factual knowledge or proof from FAO Representatives, Regional Specialised Organisations, in country contacts, ongoing projects, expert missions, laboratories and collaborating centres." [115]
    - For WHO: "Validation of information by the competent authority in the country where the event is said to be occurring. This is done through the WHO Regional Office or WHO country representative who will consult with the national Ministry of Health."[116]

- For the WHO (in general): "The provision of information by a State Party to WHO confirming the status of an event within the territory or territories of that State Party."[117]

Warning: "Dissemination of a message signaling imminent hazard which may include advice on protective measures."[118] See also "alert".

Zoonosis: "A disease or infection, which is transmissible from animals to humans."[119]

113 Global Early Warning and Response System for Major Animal Diseases including Zoonoses (GLEWS), p. 4.
114 FAO-OIE Global Framework for the progressive control of Transboundary Animal Diseases (GF-TADs), 2004, p. 35.
115 FAO-OIE Global Framework for the progressive control of Transboundary Animal Diseases (GF-TADs), 2004, p. 35.
116 FAO-OIE Global Framework for the progressive control of Transboundary Animal Diseases (GF-TADs), 2004, p. 35.
117 WHO International Health Regulations (2005), 2nd version, Art. 1.
118 UN Department of Humanitarian Affairs, Internationally agreed glossary of basic terms related to Disaster Management, December 1992.
119 Global Early Warning and Response System for Major Animal Diseases including Zoonoses (GLEWS), p. 4. The definition of zoonosis in the OIE Terrestrial Animal Health Code is as follows: "any disease or infection which is naturally transmissible from animals to humans" (emphasis added.)

D. Report on the Inter-Agency Table-Top Exercise

CTITF WMD Working Group

Project on 'Ensuring Effective Interagency Interoperability and Coordinated Communication in Case of Chemical and/or Biological Attacks' - Phase II

Interagency Table-Top Exercise
OPCW Headquarters, The Hague, 19-20 January 2017

REPORT[120]

I. Background

The Interagency Table-Top Exercise (hereinafter, "TTX" or "Exercise") is an activity planned under the second phase of the United Nations Counter-Terrorism Implementation Task Force (hereinafter "CTITF") Project on Ensuring Effective Interagency Interoperability and Coordinated Communication in Case of Chemical and/or Biological Attacks (hereinafter, the "Project"). The Project is implemented by the CTITF Working Group on Preventing and Responding to Weapons of Mass Destruction Attacks (hereinafter, the "WMD Working Group"), which is chaired by the International Atomic Energy Agency (IAEA) and co-chaired by the Organization for the Prohibition of Chemical Weapons (OPCW).

During Phase I, completed in early 2016, the Project produced a comprehensive gap analysis and graphical charts on the participating agencies mandates and responsibilities, common glossary of terminology, and a set of proposed recommendations for policy action to improve coordination.

The Exercise took place from 18 to 20 January 2017, at OPCW Headquarters, in The Hague, the Netherlands and was supported through funds made available by the United Nations Counter-Terrorism Centre (UNCCT), and by Canada through the OPCW.

Twenty-seven participants from 15 Agencies[121] (BWC-ISU, FAO, IAEA, INTERPOL, OIE, OPCW, UNDPI, UNDSS, UNICRI, UNOCHA, UNOCHA/UNEP Joint Environment Unit, UNODA, UNODA-1540, WCO, WHO) took part in the Exercise. Opening statements were made by H.E. Ambassador Ahmet Üzümcü, OPCW Director-General, H.E. Ms. Sabine Nölke, Permanent Representative of Canada to the OPCW, Ms. Tracy Brown, Information/Liaison Officer on behalf of the Director of the IAEA New York Office, as well as by Mr. Zeeshan Amin, Political Affairs Officer on behalf of the Director of the UNCTITF/UNCCT.

II. Exercise Structure and Scope

The purpose of the TTX was to simulate inter-agency coordination of response activities and communication in helping a State to respond to a terrorist attack using chemical and biological weapons. The structure of the event consisted of a facilitated two-day table-top discussion. This entailed role-playing in groups, using a complex fictional scenario that encouraged all participants to work together as the story

[120] The views expressed in this Report, including the proposed recommendations, do not necessarily reflect the views of all of the Agencies that were invited to participate in the Project and in the Exercise or the official positions of the relevant Agencies.
[121] The term "agency" is used to refer in general to the United Nations Offices, Programs, Funds, Agencies and other international organizations participating in the Project.

unfolded with the objective of planning a coordinated response in support of national efforts. A Facilitator, Mr. Ian Stubbs, assisted by Mr. Leigh Smith, both from the UK National CBRN Centre, led the discussion.

The TTX Scenario was prepared by the OPCW in cooperation with the WMD WG Bureau and discussed within the Exercise Planning Team.[122] It envisaged a series of terrorist attacks involving what later was confirmed to be chemical and biological agents in a fictional State and the ensuing humanitarian crisis that also affected a neighboring country. The Scenario envisaged that both countries lacked the capability to deal with the situation and requested assistance from international Agencies. Elements were introduced in the Scenario and during the role play to stimulate inter-agency cooperation.

The TTX covered the following stages of an initial response: i) exchange of information; ii) assessment of the situation/needs; iii) planning of a response; and iv) coordination of joint communication. While mainly focused on the planning stage, the TTX also addressed issues concerning the deployment of a joint operational capability on the ground.

III. Objectives

The general goals of the Exercise were to: a) test existing coordination mechanisms and tools; b) explore potential coordination options recommended during Phase I of the Project; c) identify lessons, challenges and opportunities; and d) better understand each other's mandates and roles.

The specific objectives of the Exercise were to: i) discuss the initial exchange of unofficial information about the event and possible initial actions to take (prior to the receipt of a request for assistance); ii) explore and identify ways to coordinate the exchange of information among Agencies throughout the phases of the response; iii) explore and identify ways to coordinate situational and needs assessments; iv) explore and identify ways to coordinate the planning of a possible joint response (including with respect to such tasks as, command and control, deployment of personnel and equipment, delivery of assistance, investigation activities, and protection and decontamination); v) explore practical measures to ensure coordinated messaging to the public, including rumor control; vi) explore practical measures to ensure coordinated risk communication to affected communities; and vii) test recommendations from Phase I and develop new recommendations as needed.

IV. Exercise evaluation

An evaluation of the Exercise was carried out by an independent evaluator, Mr. Stefan Mogl, from the Spiez Laboratory (Switzerland). It was based on his observations and responses to a questionnaire distributed to participants during the meeting.

The evaluation aimed to help determine gaps and opportunities in inter-agency efforts to cooperate in a response and resulted in the identification of key lessons and recommendations. It focused on the way in which organizations attempted to coordinate their response during the Exercise. It did not assess the performance of individual organizations or participants. The full evaluation report is attached (Annex II).

V. Exercise Outcome:

a) General Findings

The Exercise brought together staff with responsibility for key operational response functions within participating Agencies to discuss their respective roles, as well as policy and operational issues relating to inter-agency cooperation around a complex terrorist attack scenario.

[122] The Exercise Planning Team was established on 19 October 2016 with representatives from some of the operational agencies participating in the Project with a view to planning the details of the Exercise.

The Exercise offered another important opportunity for participating Agencies to enhance their knowledge of and reflect on their respective roles and operating procedures in an exercise setting.

This demonstrated clearly the need for continued regular dialogue among Agencies.

The Exercise showed that Agencies often face common hurdles in providing assistance to the field in in an emergency setting, for example, concerns with safety (contamination) and security and transportation of personnel and equipment, and other constraints.

Assets (expertise, resources and logistics) lacking in one Agency, might be available in another.

As the scenario unfolded, Agencies initially looked inward for solutions, but because of the complexities presented, it soon became clear to them that, to be efficient, they would benefit from support from each other.

Because of the scenario's emergency setting and the particular complexities of the chain of events, Agencies quickly realized that absent formal agreements, *ad hoc* arrangements and solutions would have to suffice, but that doing so during the emergency would likely hinder (delay) response activities. Participants realized the need to have arrangements/agreements/procedures, whether formal or informal, in place in advance.

Participants experienced firsthand some of the challenges of working together in the context of an act of terrorism, a crime, involving the use of weapons of mass destruction: i) the ability of relevant Agencies to acquire, use and exchange key information; ii) the ability to implement joint operations where different sectors are involved, for example, the health and humanitarian sector and the security sector; and iii) the ability (and mandate) to work in a non-secure and contaminated environment.

b) Lessons Identified and Key Operational Recommendations

The Exercise identified some key lessons and recommendations at the operational and policy/strategic levels, which are outlined below. Several of these validate those from Phase I of the Project. The table in Annex I provides a summary.

Enhancing inter-agency cooperation

All recognized the need to address both the long-term and short-term aspects of improving coordination. Long-term action is aimed at establishing an overall inter-agency coordination framework that includes other bilateral or multilateral cooperation arrangements. Short term working-level action is aimed at addressing immediate, practical, and operational concerns, for example, those relating to deployment, security, transport, personal protection, dispatch of assistance, etc.

It was also noted that coordination and information exchange among Agencies is well-established in the humanitarian sector through the cluster system[123] and several shared databases/platforms. The cluster system is in principle open to all agencies who wish to coordinate on humanitarian issues. However, sensitive/security-related aspects of a response (discussed later) might not be appropriate for coordination within the cluster system. The cluster approach was recommended as a possible model for inter-agency

[123] The humanitarian cluster approach is the mechanism used to coordinate the international response to humanitarian emergencies. It is to be applied in all countries with Humanitarian Coordinators in the field, appointed by the UN Emergency Relief Coordinator (ERC), namely countries affected by humanitarian crises that are beyond the scope of any one agency's mandate and where the needs are of sufficient scale and complexity to justify a multi-sectoral response with the engagement of a wide range of humanitarian actors. The approach includes 11 thematic clusters designated by the Inter-Agency Standing Committee (IASC): they provide a point of contact and are responsible for adequate and appropriate humanitarian assistance. Depending on the situation, the Humanitarian Coordinator may decide to activate all clusters or only those that are considered most relevant. Each cluster is headed by a cluster lead agency at both the global and country level. The latter is responsible for coordinating the operational response by various UN and non-UN humanitarian actors in its sector of concern and reports to the Humanitarian Coordinator. These designations are done at the onset of an emergency (see *IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response, November 2006*).

coordination in case of a chemical or biological attack. It was further recommended that access to the shared platforms/databases be made available, as appropriate, to those organizations with a mandate concerning chemical and/or biological weapons.

Overall framework for cooperation: a) Inter-Agency Standing Arrangements

The TTX confirmed the potential benefit of an interagency coordination framework involving standing arrangements and agreements between and among relevant Agencies whose purpose would be to facilitate and sustain coordination of preparedness and response in an emergency. The Project's Network of Focal Points[124] could be tasked with maintaining these arrangements.

A recommendation was also made to consider developing a comparable Joint Plan for cooperation on emergency preparedness and response for the chemical and biological areas like that of the *Joint Radiation Emergency Management Plan of the International Organizations* maintained by IACRNE in the nuclear/radiological area. The former would take into account the different circumstances of the biological and chemical areas where there is no single coordinating agency.

Exchange of information

The Exercise confirmed that ongoing and timely exchange of information among Agencies and affected States during all stages of a crisis are critical to an effective response, including as regards communication to the public.

Unclassified, non-sensitive, operational and factual information about an event could be exchanged among Agencies as it would be very useful in formulating an assessment of the situation and in planning a joint response.

The importance of information exchange with field offices (*e.g.* the UN country teams) was also recognized as another valuable source of information, particularly for Agencies that have no field presence, but that have a need to know what is happening in an emergency.

UN OCHA's virtual On-Site Operations and Coordination Centre (VOSOCC) was recognized as a tool for sharing this type of information.[125]

It was acknowledged that some information, particularly in the context of investigations, is confidential, and thus, sharing it is constrained. However, in certain circumstances, not sharing it can cause harm. For example, information about a particular chemical or biological agent used in an attack, though confidential in some instances, would be essential in determining the need for protective gear, or for rendering medical assistance to victims in need. In this regard, most Participants agreed that efforts should be made to declassify essential information, as necessary. States can help in this area by consenting to release a limited portion, or the whole content of confidential information. Participants acknowledged that, in seeking to share information about a developing crisis among themselves, agencies must be mindful both of the security and humanitarian implications of doing so, as well as their own policies with regard to the protection of such information. Also expressed was the need for Agencies to re-examine such policies - with a view to ensuring that sharing of essential information during a crisis is possible, as was the critical role of the affected State in disseminating and/or consenting to the inter-agency dissemination of information.

[124] The Project provided for the establishment of Functional Focal Points in each agency to both implement the Project and to function as "entry points" in the organization with the authority to activate response mechanisms in case of a real case event.

[125] VOSOCC allows responders to exchange information such as baseline country information (including relevant socio-economic and demographic information), entry points and other aspects of logistical support, relief team status, assessment information, cluster activities, Civil-Military Coordination arrangements, environmental risks and security. The VOSOCC is a component of the Global Disaster Alert and Coordination System (GDACS), a cooperative framework based in Geneva. In addition to the VOSOCC, GDACS provides near real-time alerts (*e.g.*, earthquake, hurricane/typhoon, flooding), impact assessments, mapping, weather forecasting and information exchange standards. See OSOCC Guidelines 2014, para. B.1.1, p. 13.

Functional Focal Points

There was consensus on the need to retain or formalize the Project's network of Functional Focal Points identified in each Agency, even beyond the existence of the Project, and that contact details be updated regularly.

Lead agency

While having a lead Agency to coordinate response might be desirable, there was no consensus on how to determine such an Agency, given also the diversity of possible scenarios. Which Agency might lead would depend mainly on which type of agent is used and confirmed. For example, during the Exercise, once it was confirmed that one of the agents used by the terrorists was a toxic chemical agent, agencies naturally assumed OPCW would have a prominent role in response activities. However, in a multifaceted crisis, there might be more than one "lead Agency". For example, WHO would have a prominent role in the public health response to the use of a biological agent, and the OIE and FAO, in cooperation with the WHO would be prominent in the use of a zoonotic agent with regard to animal health issues and the animal/human health interface.

Other operational issues:

a) Resources

Participants concluded there should be a mapping of resources (logistical, financial and otherwise) needed to initiate joint response operations, and that consideration be given to developing an arrangement for pooling such resources in an emergency, particularly concerning personnel, equipment, and logistics, etc.

Experts: Participants stressed the importance of having expertise readily available and the flexibility to mobilize and deploy at short notice. A recommendation was made to keep a joint roster of experts, including technical experts from government, academia and other relevant institutions. The OPCW Qualified Experts mechanism was offered as an example.

Deployment check-list: Another recommendation was to compile a check-list covering all aspects of the requirements for a joint response mission, including administrative, legal, logistics, training (including field security training), insurance, privileges and immunities, etc. The UNDAC, the UNSGM, the GOARN and experience in inter-agency cooperation in Syria were examples given as sources of guidance to elaborate such checklist. A recommendation was further made that, in this context, experience within the UN United Nations Monitoring, Verification and Inspection Commission (UNMOVIC) could also be looked at.

Transportation: Participants underscored the difficulties with transporting personnel, equipment, samples for analysis, etc.. Regarding transportation of staff and equipment, the UN Department of Field Support (UNDFS), which provides support to UN peacekeeping and political missions, was pointed to as a possible partner, with its air lift capability and other logistical assets (such as road vehicles, communications, etc.). Regarding transportation of samples, a recommendation was made to develop a check-list of essential requirements for transportation of such items.

Military and Civil Defense Assets (MCDA): As an international joint response would essentially act in support and complementary to government efforts, a recommendation was made to approach States for the deployment and use of military and civil defense assets as appropriate (where there is capability). For guidance, Participants were referred to OCHA's role as focal points for humanitarian civil-military coordination (UN-CMCoord) within the UN System. This includes OCHA's role as custodian of the *Guidelines on the Use of Foreign MCDA in Disaster Relief* ("*Oslo Guidelines*") in natural, technological and environmental emergencies in times of peace and the *Guidelines on the Use of MCDA to Support UN Humanitarian Activities in Complex Emergencies* ('*MCDA Guidelines*').

Customs: To ensure the smooth transit through customs of equipment and relief assistance involving special gear (communications, detection, gas masks, etc.), the WCO could facilitate liaison between the responding Agencies and the custom authorities of the concerned State(s), as well as provide information

about applicable custom procedures. The Model Agreement between the UN and a State on measures to expedite relief consignments through customs, developed in connection to natural or sudden onset disasters, could be amended to include elements specific to chemical or biological attacks.

b) Advance Teams

In case of a complex emergency,[126] much like the scenario developed for the Exercise, wherein multiple threats were involved (CBRN, humanitarian, security, etc.), consideration should be given to establishing and deploying a multi-skilled joint advance team to assess the situation before launching a full-fledged mission. This might be the most strategic approach where the risks and the security situation on the ground are uncertain. In this regard, the importance of each Agency having a pool of experts readily identified and available at short notice for rapid deployment to the field was emphasized.

c) Coordination at Headquarters and in the field

As noted earlier, participants confirmed the importance of Agencies staying in contact throughout all phases of the response, both at headquarters and in the field. In this regard, it was recommended that operations centers of all of the responding Agencies communicate with each other regularly.

Coordination in the field through the OSOCC and the UNDAC mechanisms was recognized as an effective practice. They could offer a framework for interaction and coordination in the field *inter alia* for needs assessment, information management and overall coordination of the delivery of assistance in the context of an emergency caused by an attack with chemical or biological weapons. However, also in this context, security issues and differences between the security and the humanitarian sectors could limit cooperation. The possibility of other Agencies joining those mechanisms would need careful examination.

A recommendation was put forward to use the concept of the OSOCC Reception and Departure Centers (RDCs) in the context of an emergency caused by an attack with chemical or biological weapons, if compatible with each Agency's procedures upon arrival in country. The RDCs are usually set up in-country to facilitate the efficient entry and exit of international relief teams.

d) Investigation

The Exercise confirmed the challenges that coordination of investigative work would encounter due to differences in mandates and operational modalities among Agencies. However, it was acknowledged that it might be possible for different sectors to collaborate on certain investigative tasks (*e.g.* conducting fact-finding, criminal-epidemiological and other interviews), especially when there is limited time and access to relevant sites and persons, while keeping in mind the statutory constraints of each Agency. In this connection, it was observed that understanding and compliance with international standards for conducting interviews would be required if the product of interviews of witnesses, victims and/or suspects were to be used at trial.

In this connection, the importance of the health sector having protocols in place for the handling of confidential information when operating in the midst of a potential criminal investigation involving the deliberate use of chemical and/or biological weapons was emphasized. To aid in the development of such protocols, reference was made to INTERPOL, OPCW and UNODA as sources to provide guidance on chain of custody, handling confidentiality, and other related aspects.

e) Working in a non-secure and contaminated environment

With the addition of UNDSS to the conversation, Participants confirmed that prior to any deployment, security clearances would be mandatory and thus, the activities and personnel of all international Agencies

[126] Complex emergency is intended here as a multifaceted crisis, involving a non-secure country situation, a humanitarian crisis, and a biological and/or chemical contamination component, and which requires a multi-sectoral, international response that goes beyond the mandate or capacity of any single agency. For the definition of complex emergency in relevant sectors, see Common Understanding of Terms, p. 8.

of the UNSMS who participate in the response would be subject to the approval of the Designated Official (DO), who is responsible for ensuring the safety and security of UN personnel in that country or area. The DO, as advised by the Security Management Team (SMT) and UNDSS, also establishes the mandatory security risk management measures necessary for the response operations, which would likely include personal protective equipment (PPE), communications, and safety and security in the field training (SSAFE). Indeed, a CBRN incident or emergency may very likely be accompanied by more conventional threats, related to armed conflict, civil unrest, etc., for which the response personnel should also be prepared. Up-to-date SSAFE qualifications should be one of the criteria for the placement of experts on the roster of response personnel. For organizations that are not part of the UNSMS, but which work as implementing partners and/or in coordination with the UN, the UNDSS would offer the same guidance.

A few Agencies, such as the OPCW and WHO, have mandates, training and expertise for working in a CBRN contaminated environment, which may require the use of CBRN–specific PPE. However, non-specialized agencies, such as those with humanitarian mandates, mostly lack this expertise, which can limit their capacity to operate in such an environment.

With the exception of those agencies with a specific mandate to operate in areas affected by CBRN incidents or emergencies, other agencies within the UN system would not (and, in the context of an operation coordinated with or under the umbrella of the UN, non-UN organizations should not) undertake or continue operations in areas affected by such incidents or emergencies, pending an assessment by the relevant agencies with specialized expertise and other experts, together with UNDSS, to determine the nature of the threat, the likelihood of encountering CBRN agents or contamination and the feasibility of UN operations in that area, and make recommendations regarding appropriate preparations and precautions. The decisions about such operations would be taken within the UN Security Management System framework.

Communication

The Scenario addressed various elements relating to communication with the public, including to the affected communities and the media. The importance of conveying timely accurate, transparent, consistent, harmonized messaging throughout an emergency was emphasized. Recommendations emerged to promote coordinated communication in these areas.

It was recommended to establish an inter-agency group on coordination of public information and communications among UN Agencies, funds and programs, using the Project's network of Functional Focal Points Pillar II as a basis.

This would include a clearing-house mechanism for joint communications to the public and for preparing information packages in all of the official languages, as well as talking points and FAQs for use with the public. A source to draw from in this regard is the standard operating procedures (SOPs) relating to public communications of member Organizations of the Inter-Agency Committee on Radiological and Nuclear Emergencies (IACRNE) during a nuclear or radiological emergency.

There are also sectorial communication coordination mechanisms, which have proven to be efficient. For example, the UN Communications Group is a mechanism for inter-agency coordination in the field of public information and communications among UN system information offices. Information for messaging is also coordinated within the humanitarian cluster system and within the Joint FAO–OIE–WHO Global Early Warning System for health threats and emerging risks at the human–animal–ecosystems interface (GLEWS). Consideration should be given to including Agencies with a role in response to WMD attacks within these mechanisms, via the adoption of memorandums of understanding/guidelines, as needed. Some already have flexibility to extend participation to other relevant Agencies in a crisis on an *ad hoc* basis.

VI. Conclusion and Next Steps

Ultimately, it is the primary responsibility of governments to ensure the safety of their citizens in a terrorist event involving chemical and/or biological weapons, and to coordinate the work of the various international organizations, both within and outside of the United Nations family, that may become involved in a response. The scenario used in the Exercise concerned an instance where two Governments' capacity in the face of multiple terrorist attacks with biological and chemical agents was overwhelmed, and requests were made for international assistance. There is no single lead agency at the international level that bears overall responsibility for coordinating responses to terrorist threats involving chemical or biological weapons or materials. Participants were therefore faced with deciding how to render effective assistance, given the absence of such a body. The preceding and current Projects of the WMD Working Group have already established that coordination is critical. Coordination can eliminate gaps and duplication of efforts, facilitate the appropriate division of responsibility, and establish a framework for information sharing, policy agreements, program collaboration/ harmonization and joint planning.

The Exercise thereby laid the ground work for the Project's Focal Points to continue to develop just this, a framework for inter-agency cooperation in responding to these types of terrorist incidents. Though our common purpose in coordinating was to protect people and the environment from harm, the effort was not without its challenges, as it is inherently difficult to identify a common approach among agencies whose mandates, methods, resources and systems are diverse. Despite this, the group developed several important recommendations.

The Exercise was the first of its kind in chemical/biological field and proved to be an effective tool towards enhancing inter-agency interoperability and coordinated communication. Participating Agencies, on their part, showed continued strong interest and engagement towards this goal.

Improving interagency cooperation in response to an emergency involving chemical and/or biological agents is a complex endeavor. There are many challenges but, as outlined above, there are also many solutions and practical steps that can be taken in order to improve the current level of inter-agency emergency preparedness and response. Keeping focus on the ultimate urgent goal – protecting people from harm – will help us reach that goal.

The recommendations set out below should be further discussed and developed into a roadmap that will set out the next steps and action to be taken within the Project.

Annex I
Table of Key Recommendations

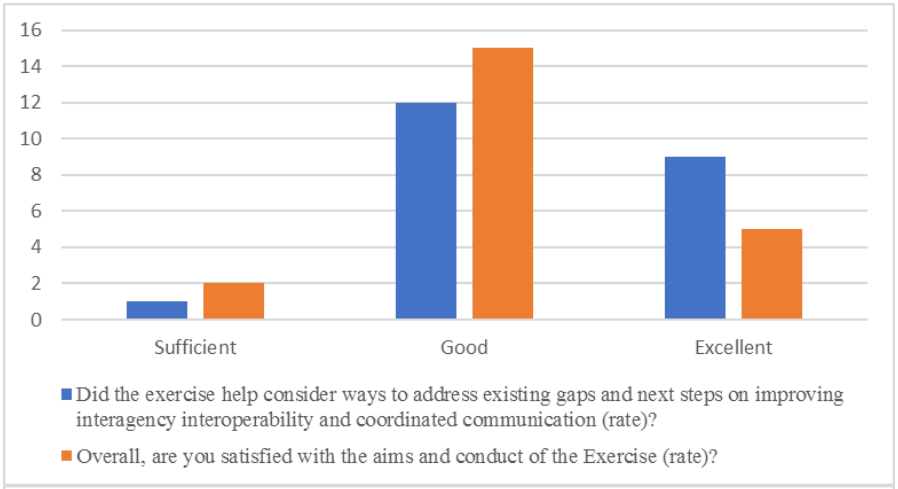
	Recommendations
a) Exchange of information and needs assessment	
1	Exchange of information throughout the event
2	Explore possibilities to declassify information
3	Set up standing arrangements and other agreements among Agencies to simplify information exchange and cooperation
4	Maintain and further develop network of Functional Focal Points
5	Develop protocols for handling confidential information and for the collection and preservation of evidence for the Health sector
b) Response	
6	Map existing response resources
7	Develop and maintain a joint roster of skilled experts
8	Develop tasking check lists for team deployments covering such issues as equipment, transportation, assistance, etc., using UNDAC, GOARN, UNSGM, experience in Syria, etc.
9	For complex emergencies, explore deployment of multi-skilled joint advance teams for situational and needs assessment
10	Operations centers should converse regularly
11	Build on the OSOCC and UNDAC concepts for coordination in the field and use these where appropriate
12	Use the OSOCC reception and departure centers (RDCs) concept as a model to facilitate entry and exit of field teams.
13	In the context of investigations, coordinate interviews
14	Request the deployment and use of States' MCDA to fill in capacity gaps on the ground (refer to OSLO and MCDA guidelines)
15	Liaise with WCO to facilitate contacts with national custom authorities
16	Agencies with capability in operating in CBRN environments, together with UNDSS, to advise other agencies lacking capability on the feasibility of operations, and make recommendations regarding appropriate preparations and precautions
c) Communication	
17	Develop guidelines to coordinate joint communications to the public (*i.e.* information packets, FAQs, and talking points in various languages based using the IACRNE relevant SOPs as models)
18	Extend existing sectorial communication coordination mechanisms to other Agencies, possibly *ad hoc* for specific crises

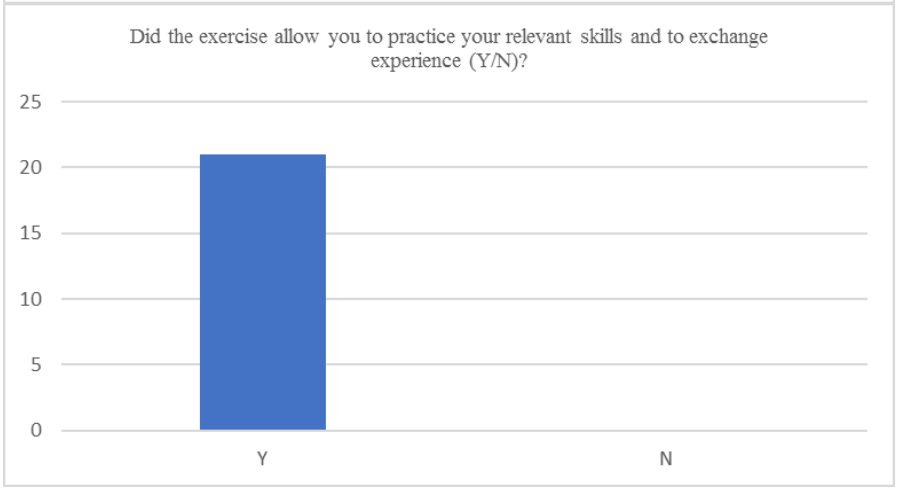
Annex II
Evaluation Report[127]

[127] Refer to Evaluation Report on the Inter-Agency Table-Top Exercise, page 54.

Annex III – Overall Evaluation of the Exercise: Chart[128]

	Questions from CTITF/UNCCT							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	Did the exercise help consider ways to address existing gaps and next steps on improving interagency interoperability and coordinated communication (rate)?				1	12	9*	
b)	Did the exercise allow you to practice your relevant skills and to exchange experience (Y/N)?	21*						
c)	Overall, are you satisfied with the aims and conduct of the Exercise (rate)?				2	15*	5	





[128] Evaluation questionnaires distributed to Exercise participants also contained a separate section with questions relating to a general assessment of the organization and conduct of the Exercise. The outcome is reflected in this table.

Annex IV
Acronyms

1540 Committee	UN Security Council Resolution 1540 (2014) Group of Experts
BWC-ISU	Implementation Support Unit for the Biological Weapons Convention
CBRN	Chemical, Biological, Radiological, Nuclear
FAO	Food and Agriculture Organization
GLEWS	OIE, FAO and WHO Joint Global Early Warning System
GOARN	Global Outbreak and Response Network (WHO)
IAEA	International Atomic Energy Agency
INTERPOL	International Criminal Police Organization
J-Plan	Joint Radiation Emergency Management Plan of the International Organizations, IAEA
JEU	Joint UNEP/OCHA Environment Unit
MCDA	Military and Civil Defense Assets
MoU	Memorandum of Understanding
OIE	World Organisation for Animal Health
OPCW	Organisation for the Prohibition of Chemical Weapons
OSOCC	On-Site Operations and Coordination Centre
SOP	Standard Operating Procedure
TTX	Table-Top Exercise
UNDAC	UN Disaster Assessment and Coordination
UNDPI	UN Department of Public Information
UNICRI	UN Interregional Crime & Justice Research Institute
UNOCHA	UN Office for the Co-ordination of Humanitarian Affairs
UNODA	UN Office for Disarmament Affairs
UNDSS	UN Department of Safety and Security
UNSGM	Secretary-General's Mechanism established pursuant to UN General Assembly resolution 42/37 C (endorsed by Security Council resolution 620 (1988)), aimed at carrying out investigations in response to allegations on the possible use of chemical and biological weapons
UNSMS	UN Security Management System
VOSOCC	Virtual OSOCC
WCO	World Custom Organization
WMD	Weapons of Mass Destruction
WMD WG	CTITF Working Group on Preventing and Responding to WMD Attacks

E. Evaluation Report on the Inter-Agency Table-Top Exercise

Counter-Terrorism Implementation Task Force (CTITF) WMD Working Group

Project on 'Ensuring Effective Inter-Agency Interoperability and Coordinated Communication in Case of Chemical and/or Biological Attacks'

Phase II, Inter-Agency Table-Top Exercise

19-20 January 2017, OPCW Headquarters, The Hague

Table-Top Exercise Evaluation Report

Stefan Mogl, Spiez Laboratory, Switzerland

Date: 23 March 2017

Table of contents

I – Executive Summary

Fifteen different international organisations and UN agencies participated in this table-top exercise, which was very well organised and facilitated. The exercise helped to improve communication and cooperation among international organisations, many of which may become part of a multi-agency response in the event of an attack with a chemical or biological agent. The scenario was complex and challenging and permitted different agencies to actively engage. Recommendations made during the first phase of the project 'Ensuring Effective Inter-Agency Interoperability and Coordinated Communication' were validated during the exercise. Overall, the United Nations Counter-Terrorism Implementation Task Force's Working Group on preventing and responding to weapons of mass destruction attacks has taken important steps forward with this exercise.

The primary objective for the international community when responding to an attack with chemical or biological weapons is to help and protect people, relieve suffering, save lives and, provide support for normality to return. They may also be called to assist investigations to identify a causative agent and establish facts that support attribution of the release. The exercise tested how organisations and agencies would exchange information in order to assess the type of help required and who could provide this help in a multi-agency response mission. Participants looked at operational factors for delivering such help – equipment and multi-agency teams – in a timely manner. Communication specialists discussed how to establish coordinated messaging to the public, how to address rumours as well as risk communication to affected communities.

The participating organisations demonstrated that they have all the capabilities required to respond to the many challenges posed in the scenario. During the discussions it however became clear that today, mechanisms and procedures, that would permit the international community to dispatch and deliver these capabilities in time as part of a multi-agency response, are for some aspects not available and for others not really sufficient. This is not surprising because effective collaboration and cooperation between international organisations and agencies is a slow process that will take time to develop. Organisations need to learn from each other, share information and find ways to collaborate, which will require mechanisms for cooperation as well as shared procedures. Operational and technical issues have significant influence on the success or failure of a response mission. It is therefore of utmost importance to also establish cooperation at this level.

Responding to an attack with toxic agents will likely involve agencies specialised in humanitarian assistance as well as organisations that generally work in a security related domain i.e. conduct or assist with investigations. Depending on agency's mandate and objectives, mindsets and working cultures are different and not always easy to combine – a known fact that could also be observed during the exercise. The challenge lays in integrating strengths of one agency in a particular field into another agency or multi-agency mission. Combining capabilities that complement each other may be a more promising approach than aiming for full integration. Small groups of experts from various agencies perform precise functions in a coordinated manner as part of the mission.

Confidentiality regimes regulate and limit the sharing of information. Organisations and agencies working in a security domain, i.e. Interpol or the OPCW, may lean towards caution when it comes to information sharing. Agencies and organisations working in humanitarian assistance or public health tend to be more open in this regard, because early warning is the key for their timely response. An event involving an attack with a chemical or biological agent is likely to include or lead to information that cannot be shared with everyone at any time. Nevertheless, if certain information is required to keep teams safe, prevent the spread of an infectious agent or help to protect others from future exposure, it must be shared. For cases where such information is classified, for whatever reason, a mechanism should be established that allows all those who could potentially be harmed to respectively and timely be informed.

This table-top exercise has demonstrated the value of the project 'Ensuring Effective Inter-Agency Interoperability and Coordinated Communication' and how it can further strengthen the international capability to respond to an attack with chemical or biological weapons. The engagement of the many organisations and agencies is very encouraging and an informal network consisting of the project focal points should be maintained to make further progress. A field exercise is part of this project's objectives. It may be advisable however to first address some of the shortcomings that were recognised during this table-top exercise. After progress has been made, a field exercise should definitely be conducted to further strengthen the cooperation between the participating agencies and organisations as well as demonstrate readiness.

II – Introduction

The Exercise (short description)

The Inter-Agency Table-Top Exercise is an activity planned under the second phase of the Project on Ensuring Effective Inter-Agency Interoperability and Coordinated Communication in Case of Chemical and/or Biological Attacks, a project of the United Nations Counter-Terrorism Implementation Task Force's Working Group on preventing and responding to weapons of mass destruction attacks.

The Exercise intended to simulate inter-agency coordination of response activities and crisis communication in helping a State to respond to a terrorist attack involving chemical and biological weapons. The format of the exercise was a very well facilitated table-top discussion, involving role-playing in groups. With the help of a challenging and detailed scenario, participants were guided through a chronology of events and tasked based on seven injects to answer specific questions regarding their organization's possible contributions. This encouraged participants to work together as the story unfolded and to plan and deliver a co-ordinated response in support of the state requesting assistance.

Participating organizations (in alphabetical order)

- BWC-ISU Implementation Support Unit for the Biological Weapons Convention
- FAO Food and Agricultural Organization
- IAEA International Atomic Energy Agency
- INTERPOL International Criminal Police Organization
- JEU Joint UNEP/OCHA Environment Unit
- OIE World Organisation for Animal Health
- OPCW Organisation for the Prohibition of Chemical Weapons
- UNDPI United Nations Department of Public Information
- UNDSS United Nations Department of Safety and Security
- UNICRI United Nations Interregional Crime and Research Institute
- UNOCHA Office for the Coordination of Humanitarian Affairs
- UNODA United Nations Office for Disarmament Affairs
- WCO World Custom Organization
- WHO World Health Organization
- 1540 1540 Committee Group of Experts

III – Evaluation methodology

Scope of the evaluation

The goal of this project is to ensure effective inter-agency interoperability and coordinated communication in case of a chemical or biological attack. This table-top was developed to test key criteria that were identified during Phase I of the project and to identify possible new challenges and recommendations, as well as for agencies to learn about each other's roles in an exercise setting: *what does the other agency do and how can we support each other ?*

The exercise organizers therefore formulated objectives with specific practical indicators against which the table-top exercise had to be measured. The scope of the evaluation was to observe which of these objectives and their respective indicators were addressed during the role play and group discussions. The evaluation should also take note of issues not previously identified during Phase I of the project that became relevant during the exercise.

The performance of organisations or individual participants was not part of this evaluation. Nothing described below under the findings should be misinterpreted as such.

Summary of objectives and indicators

The table-top exercise focused on issues related to information exchange between organisations with a mandate or a role in a potential response operation (possibly before, and after an official request for assistance was received), how well such organisations cooperate in preparing for assistance and dispatching field teams and how they arrange public communication with relevant stakeholders. The list of specific objectives were:

- Objective 1: Discuss exchanging initial unofficial information about the event and possible initial action
- Objective 2: Explore and identify ways to coordinate the exchange of information among agencies throughout the phases of the response
- Objective 3: Explore and identify ways to coordinate situational and needs assessment
- Objective 4: Explore and identify ways to coordinate the planning of the response (including e.g. command and control, team and equipment deployment, assistance delivery, investigation activities, protection and decontamination)
- Objective 5: Explore practical measures to ensure coordinated messaging to the public, including rumour control
- Objective 6: Explore practical measures to ensure coordinated risk communication to affected communities
- Objective 7: Consider and test recommendations from Phase I and develop new recommendations as needed

Evaluation tools

The evaluation was conducted by an external evaluator (Mr. Stefan Mogl, Spiez Laboratory). Ms. Tracy Brown from the IAEA and Ms. Fauzia Nurul Izzati from the OPCW assisted with note taking and generously provided their notes to the evaluator. All three observed the role-play during the exercise and captured discussions during break-out sessions in personal notes. At the end of the exercise a questionnaire was distributed that asked to rate how well objectives were addressed, whether or not certain indicators had been met, and which new issue(s) had arisen during the exercise. This questionnaire was distributed to all exercise participants as well as organizers. The answers to this questionnaire are summarized in attachment A.

IV – Findings

The evaluation findings are summarized below for each of the exercise objectives separately. The basis for the findings are the answers to the questionnaires of which 25 were returned as well as the observations made during the discussions of the seven exercise injects.

All findings reflect the view of the external evaluator.

Objective 1
Upon receiving initial information about an event (before a request for assistance was received): whether and how to exchange this information among agencies, what initial action can be taken and scope for possible initial/informal coordinated planning.

In this early phase of an event, the status of available information will vary – possibly strongly – between organisations. Those that are expected to respond as soon as possible in case of an event monitor media outlets and other open sources for incidents of potential relevance and may maintain official as well as unofficial early warning networks around the globe. Organisations that may have relevant expertise, but are not expected to maintain short time readiness, will learn about an event more likely through the news media.

The earlier an organisation receives reliable information about a developing event, the sooner and better it can begin preparations for a possible later response. The exercise showed the potential value of a mechanism that would facilitate a quick exchange of information between all the possibly relevant agencies. The classification of information should not be an obstacle as most of the information gathered at this early phase will be through open sources.

One recommendation was to establish an informal network (i.e. between exercise participants) whereas the agency that learns about an event invites representatives from other organisations to an *ad-hoc* discussion group. The network could be established through the agencies' focal points that were defined during phase I of the project. This group could act as 'clearing-house' when information about possibly relevant developments is received. It would gradually grow in membership during a developing event with the certainty that a request for assistance may be imminent. This *ad-hoc* group could also fill the gap of a lead agency, which at this phase will not have been designated.

Objective 2:
Explore and identify ways to coordinate the exchange of information among agencies throughout the phases of the response (after a request for assistance was received).

Objective 3:
Explore and identify ways to coordinate the assessment of the situation and of assistance needs.

Once agencies receive an official request to respond to an event this request generally triggers specific internal procedures on how to respond – some procedures are more, some less formal and specific. For humanitarian assistance the UN maintains a mechanism to develop policy and coordinate between different UN agencies in the field – the *Inter Agency Standing Committee*. It should be possible to invite other international organisations to this Committee to facilitate the exchange of information between all relevant organisations in case of a chemical or biological event.

During the exercise, it became obvious that agencies wanted to exchange information and cooperate, both, in their assessment of the situation as well as of assistance needs. Overall, participants rated the general cooperation between the agencies during the exercise as 'Good' or better. Due to different modes

of operation however, this may not always be easy. It is difficult to work outside of 'organisational silos' because of specific mandates. While the WHO may have a wide mandate to act in health related circumstances and UNOCHA for humanitarian assistance, Interpol or OPCW would need a more specific event to trigger engagement. For the OPCW to become involved it would require substantiated concerns about a potential use or threat of use of chemical weapons. Another factor is on-the-ground security considerations, for which all organisations will depend on the assessment by UNDSS. The exercise scenario raised concerns regarding possible exposure of staff to chemical or biological weapons agents. Sending teams will become difficult for any organisation that does not maintain expertise for operations in a contaminated environment, which also applied (to some extent) to UNDSS.

An important hurdle for cooperation will be confidentiality. Some organisations operate under a strict confidentiality regime, i.e. the OPCW, Interpol. Other agencies have very limited procedures, if any, to receive and handle classified information. An option would be to declassify information as necessary for mission requirements. This is simple if the classified information comes from within the organisation and the respective agency has the authority to do so. If the classified information came from outside the agency, possibly from a state, declassifying such information requires the consent of the originator.

There are obvious reasons for classifying information and sharing it on a strict need to know basis. Confidentiality restrictions however could have serious consequences for an operation in response to a chemical or biological weapons attack. 'Not knowing' could prevent agencies from sending teams altogether, or, could put such teams into harm's way if they do deploy. This could be the case, if information about the location of contaminated areas is not shared, and teams arrive unaware that they need personal protection and decontamination and possibly antidotes for entering and exiting such areas. The same applies in case of the spread of a disease for which vaccination may be available.

In urgent response situations and when specific information (i.e. identity of a toxic agent) is classified but required for protective purposes or medical countermeasure, it may not be possible to obtain permission from the originator in time, which could create an ethical dilemma. This challenging issue should be addressed.

The exercise demonstrated the value of designating a lead agency early on in the process. The question is, who would designate the lead agency? The role of a lead agency at this stage will be coordinating and facilitating information sharing.

Objective 4:
Explore and identify ways to coordinate the planning of the response.

Exercise participants discussed various elements of the planning of the response, including Command and Control, deployment of teams/joint teams, sending of team equipment, relief supplies, and humanitarian assistance, investigation activities and supporting each other – in particular with the assessment of the situation on the ground.

Several participating agencies have the capability to send on-site teams, generally within 24-48 hours, for investigative/expert support or humanitarian assistance purposes. In order to maintain such short departure timelines, detailed procedures are in place to maintain readiness. During the exercise, participants frequently resorted to explaining how their organisation functions, rather than inquiring for the procedures of their counterparts. This was not surprising because participants new little about each other's organisations and it is the aim of this project to change this. Improving Inter-Agency cooperation is a difficult and sometimes slow process. It therefore cannot be stressed enough how important it is that agencies look for solutions not only within but also outside their organisational borders.

Agencies recognized during the exercise how they could benefit from each other's expertise in issues that are key to dispatch teams: obtaining visas, selection of equipment, transportation of team, equipment and samples (dangerous goods), security assessment, individual protection. It became apparent however, that coordination and reaching agreement may also delay the dispatching of teams, if practical issues have not been discussed and agreed in advance.

Sending of a joint team was considered in order to compose a team with all the necessary skills for the given exercise scenario while keeping team size to a minimum. Due to the uncertain hazard and security situation, a multi skilled advance team performing an initial hazard assessment was considered a sensible approach before launching a full-fledged mission.

However, there may be limitations to how much teams can be mixed between agencies to perform investigative work. Certain team activities will depend on experts trained in very specific skills and demanding procedures, which staff from other organisations may not be able to perform. An approach worth considering in this context is the functional team concept. Small units of experts that are responsible for a specific activity and work in coordination are integrated into a larger, multi-agency and multi-function mission.

Some cooperation agreements exist, for example between the UN and the OPCW, which could serve as a template for other cooperation agreements. There is also the inter agency security network from UNDSS that could integrate expertise as well as representatives from non UN agencies. However, agreements, mechanisms and processes will take time to arrange and must be exercised before they are put to use during an emergency situation. If teams and equipment are to be deployed within suitable timeframes, mechanisms of collaboration, specific procedures and checklists have to be developed and agreed in advance. This was emphasised during phase I of the project and the table-top exercise again made it blatantly obvious that work remains to be done.

Objective 5:
Communication with the public/media, including rumor control.

Informing the media and the public will be critical for mission success. A large scale international response will receive a lot of media attention. Contradicting media reports or (deliberate) misinformation will be unavoidable. It is therefore of utmost importance that international organisations speak with one voice, are perceived as open and truthful by the public and release as much factual information as the situation permits.

All agencies employ their own media specialists and coordination and cooperation between them will be important in order to be speaking with one voice and preventing mixed messages. This requires exchange of information from the outset and establishing secure channels that permit this. The different agencies should nominate focal points in their media sections who assist each other in fact checking and shaping of the core message. They may also inform each other about rumors or misinformation developing in social media or elsewhere.

The lead for preparing the core message may change with the development of the situation on the ground and the mission focus and should be assigned to the agency with the core competence. Changing the lead may also reduce the desire of agencies for releasing information independently in order to promote their own role in the crisis. The same could be done by holding joint press conferences to inform about key developments.

The exercise demonstrated the importance of a coordinated approach for informing the media and the public. Contacts established during this table-top should be further developed.

Objective 6:
Joint or coordinated risk communication to affected communities.

Due to time constraints, the inject about the identity of the toxic agent came only towards the end of the exercise. It was fully recognized that earnest communication regarding the risk posed and how affected communities can address this risk must be released at the earliest. Much of what was discussed under Objective 5 applies also to Objective 6. It cannot be stressed enough how important it will be that the communication from the international response effort is perceived as credible. Not only but also to counter rumors and conspiracy theories that most likely will surface. In order to be timely with the release of the information once it becomes known, preparations for statements, instructions and guidance (factsheets) as well as press conferences by leading agencies should begin as soon as practicable.

The issues raised under Objective 4 in relation to confidentiality are here of particular importance. It would not be defendable to hold back the identity of a toxic agent or infectious organism for security reasons. This could prevent people protecting themselves from exposure, receiving proper treatment and could lead to a further spread of the agent in question, if it was infectious.

Objective 7:
Consider and test recommendations from Phase I and develop new recommendations as needed.

The table-top exercise offered a very good opportunity to test and confirm many of the recommendations developed during Phase I of the project. Almost all participants agreed with this in their feedback forms. There was also unanimous agreement that the exercise scenario and the discussions it triggered helped identifying new challenges as well as ideas how to address them. The various inputs from participants will serve as basis for developing additional recommendations.

V – Conclusions

The exercise was very well organized and facilitated, and the scenario offered all participating agencies and organisations opportunities to engage. The challenges to overcome were many: intentional release of a chemical or biological weapon – the identity of the toxic agent remaining unknown during most of the exercise – leading to uncertainty regarding protection – combined with the spread of a possibly new avian flu as well as a potential new human influenza virus, further complicated by a critical security situation, by population displacement etc.

The participating organisations demonstrated that combined they comprise the different capabilities that would be required to respond to the many challenges – in sum, the 'international toolbox' of capabilities seemed sufficient. Less clear was, whether it would be possible to dispatch and deliver the necessary assistance to where it was needed in a coordinated and timely manner.

To achieve that goal, agencies will have to continue analysing how their unique capability could be integrated and shared with others as part of a multi-organisation response mission. Further steps will be necessary in order to transform an assembly of highly skilled individuals, willing to cooperate and work together, into a well-functioning unit and team. What are the necessary points of interaction and how will collaboration with partners and integration of staff from other organisations affect internal procedures? The result could be simple protocols and checklists that when initiated will permit interoperability. Attention should be paid to different organisational cultures and mindsets. Organisations with a mandate in the security domain may act differently than organisations that primarily provide humanitarian assistance. They have a common goal however – providing assistance in a crisis. Therefore, the focus of preparations for

collaboration should lay on how both organisations will be able to deliver their assistance element in the best manner possible.

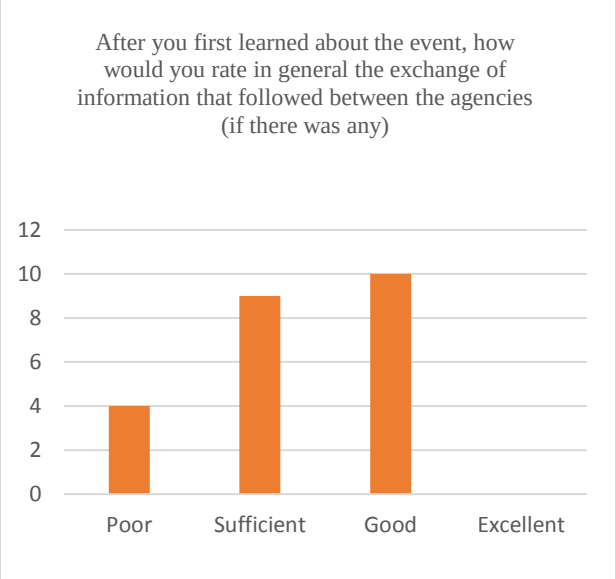
Confidentiality rules may prohibit sharing relevant information between agencies and this should be addressed by those organisations with the most experience in this area – agencies with a strict confidentiality regime. Wherever possible, existing mechanism should be used i.e. establishing confidentiality agreements with individuals from other organisations, obtaining permission from the information's originator to declassify etc. In connection with a chemical or biological attack there may be circumstances however, were lives are at risk and the severity of the situation on the ground and the urgency may make it difficult to follow standard procedure. For such situations an authority should be identified and a mechanism developed to waive confidentiality restrictions if absolutely necessary.

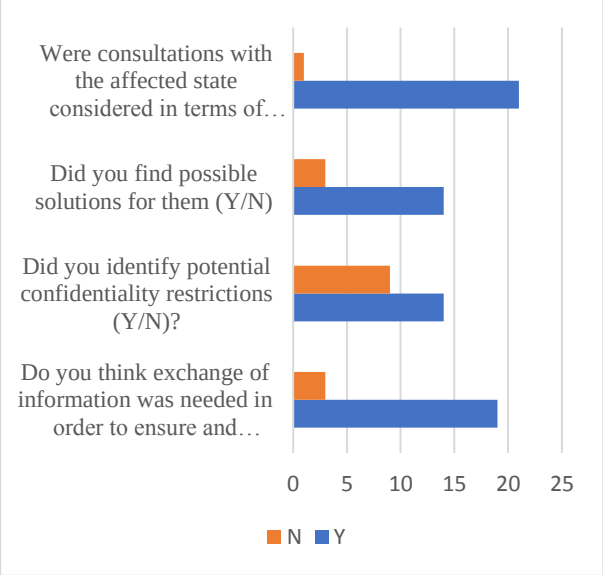
The exercise was an important step towards improving cooperation and coordination among agencies in response to a chemical or biological attack. Exercise objectives have certainly been met. While participating agencies may need some time for implementing the lessons learned, the informal network of organisational focal points that was established through this project must be maintained and kept engaged. Planning a field exercise seems the logical next step.

Attachments - Summary of answers to questionnaire

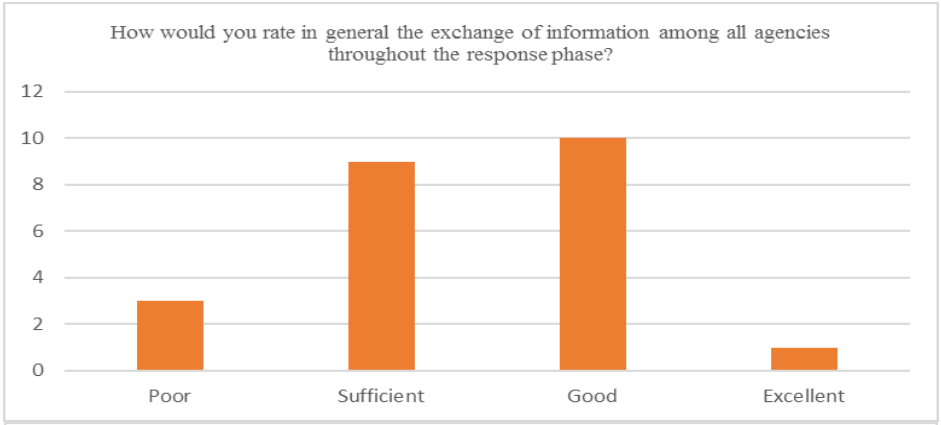
All participants of the exercise (including facilitators, organisers etc.) received a questionnaire with the questions listed below. The table contains a summary of the 25 forms returned. Some participants did not answer all the questions, for various reasons.

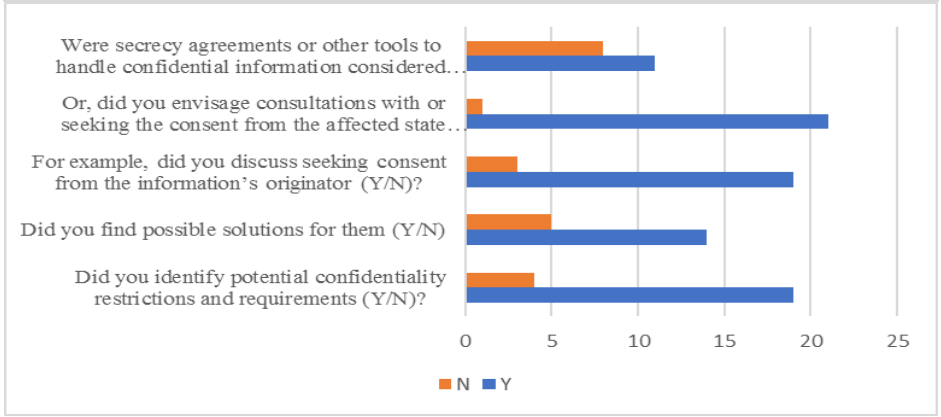
1	**Objective** **Upon receiving initial information about an event: whether and how to exchange this information among agencies, what initial action can be taken and scope for possible initial/informal coordinated planning**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	After you first learned about the event, how would you rate in general the exchange of information that followed between the agencies (if there was any)			4	9*	10		
b)	Do you think exchange of information was needed in order to ensure and effective response (Y/N)?	19*	3					
c)	Did you identify potential confidentiality restrictions (Y/N)?	14*	9					
d)	Did you find possible solutions for them (Y/N)	14*	3					
e)	Were consultations with the affected state considered in terms of serving as a basis for exchanging relevant information and/or for initial action an planning (Y/N)?	21*	1					



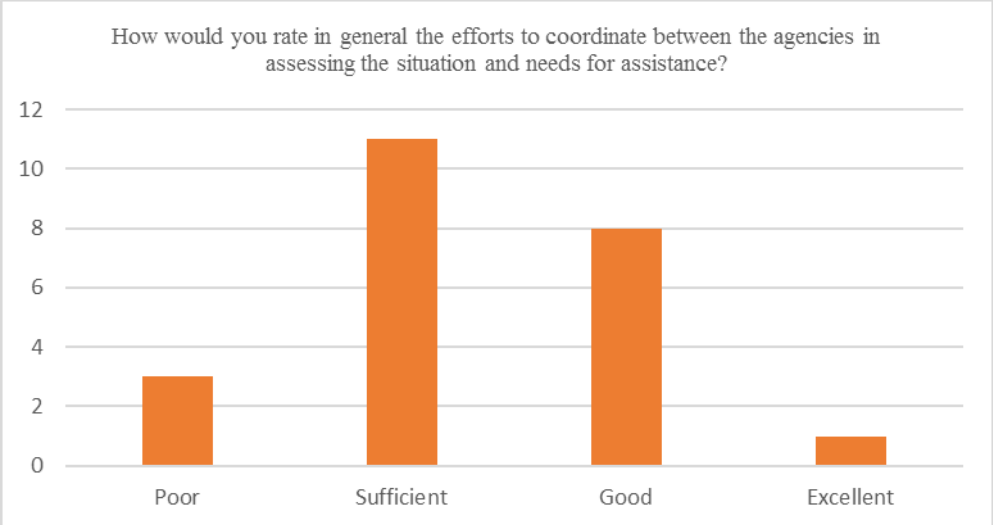


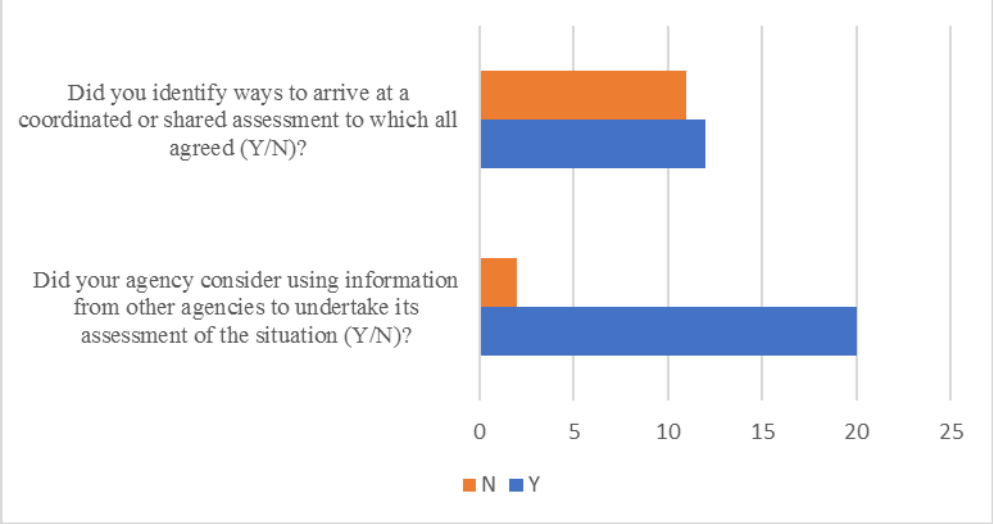
2	**Objective** **Explore and identify ways to coordinate the exchange of information among agencies throughout the phases of the response**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general the exchange of information among all agencies throughout the response phase?			3	9*	10	1	
b)	Did you identify potential confidentiality restrictions and requirements (Y/N)?	19*	4					
c)	Did you find possible solutions for them (Y/N)	14*	5					
d)	For example, did you discuss seeking consent from the information's originator (Y/N)?	19*	3					
e)	Or, did you envisage consultations with or seeking the consent from the affected state (Y/N)?	21*	1					
f)	Were secrecy agreements or other tools to handle confidential information considered (Y/N)?	11*	8					



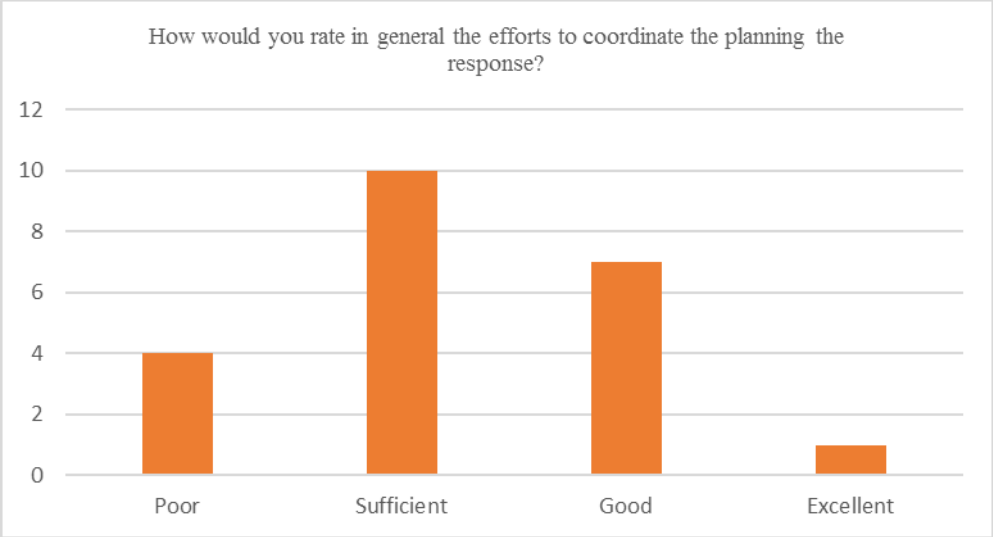


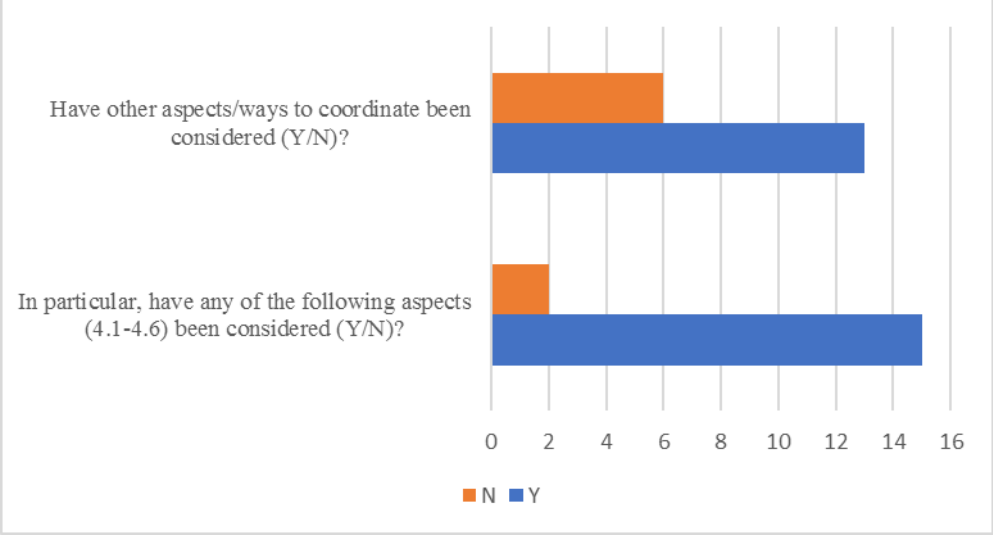
3	**Objective** **Explore and identify ways to coordinate the assessment of the situation and of assistance needs**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general the efforts to coordinate between the agencies in assessing the situation and needs for assistance?			3	11*	8	1	
b)	Did your agency consider using information from other agencies to undertake its assessment of the situation (Y/N)?	20	2					
c)	Did you identify ways to arrive at a coordinated or shared assessment to which all agreed (Y/N)?	12	11*					



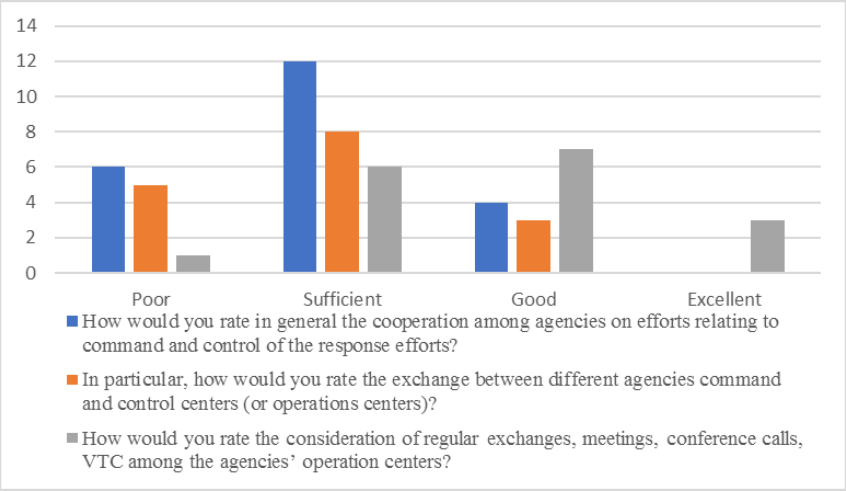


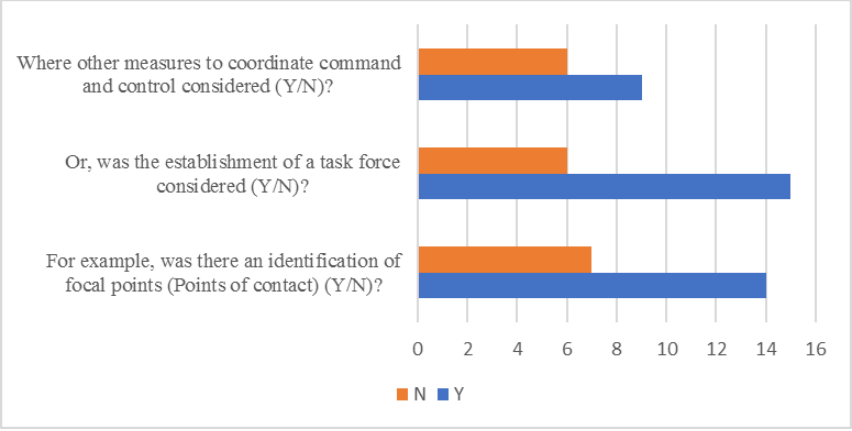
4	**Objective** **Question to Objective 4: Explore and identify ways to coordinate the planning of the response**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general the efforts to coordinate the planning the response?			4*	10	7	1	
b)	In particular, have any of the following aspects (4.1-4.6) been considered (Y/N)?	15*	2					
c)	Have other aspects/ways to coordinate been considered (Y/N)?	13*	6					



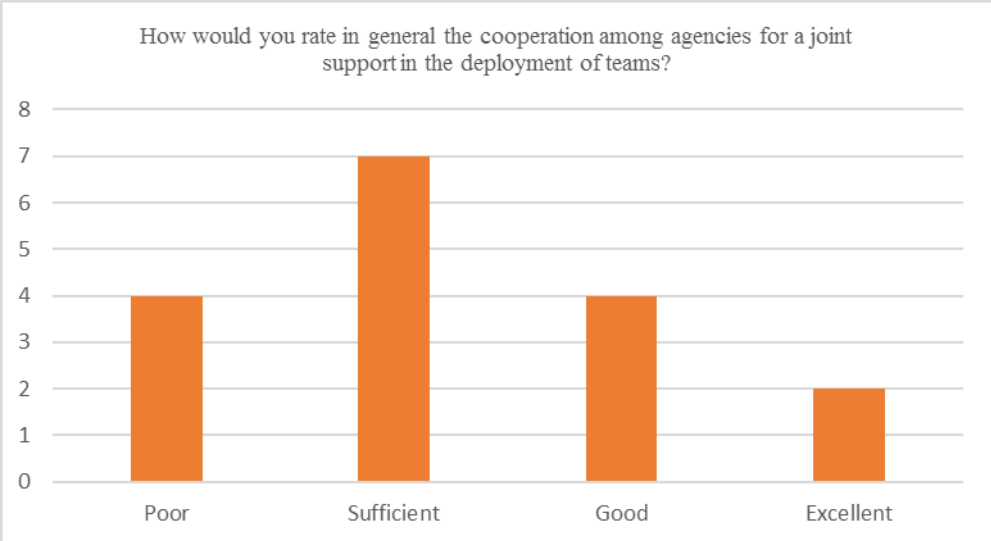


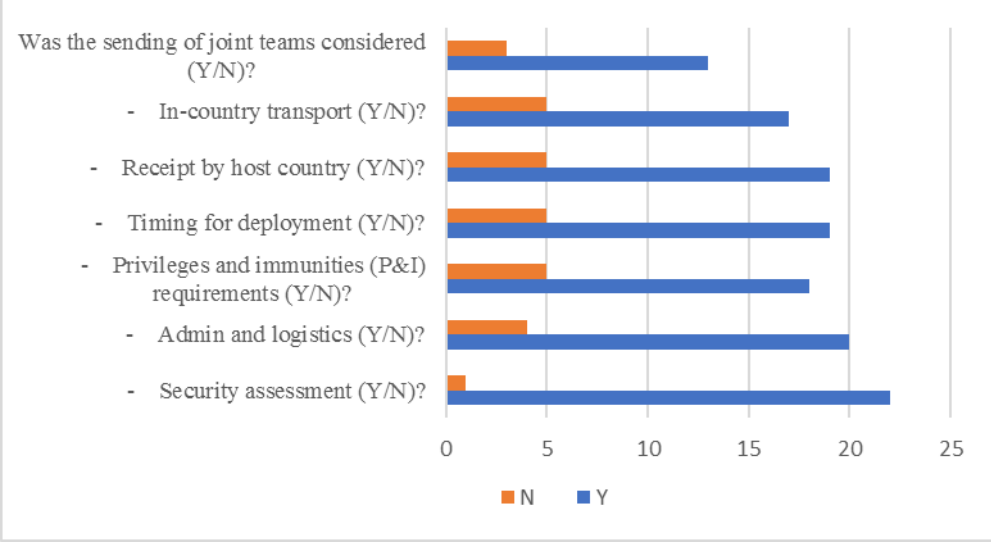
4.1	**Objective** **Command and Control at HQ and planning of Command and Control in the field**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general the cooperation among agencies on efforts relating to command and control of the response efforts?			6	12*	4		
b)	In particular, how would you rate the exchange between different agencies command and control centers (or operations centers)?			5	8*	3		
c)	For example, was there an identification of focal points (Points of contact) (Y/N)?	14*	7					
d)	Or, was the establishment of a task force considered (Y/N)?	15*	6					
e)	How would you rate the consideration of regular exchanges, meetings, conference calls, VTC among the agencies' operation centers?			1	6*	7	3	
f)	Where other measures to coordinate command and control considered (Y/N)?	9*	6					



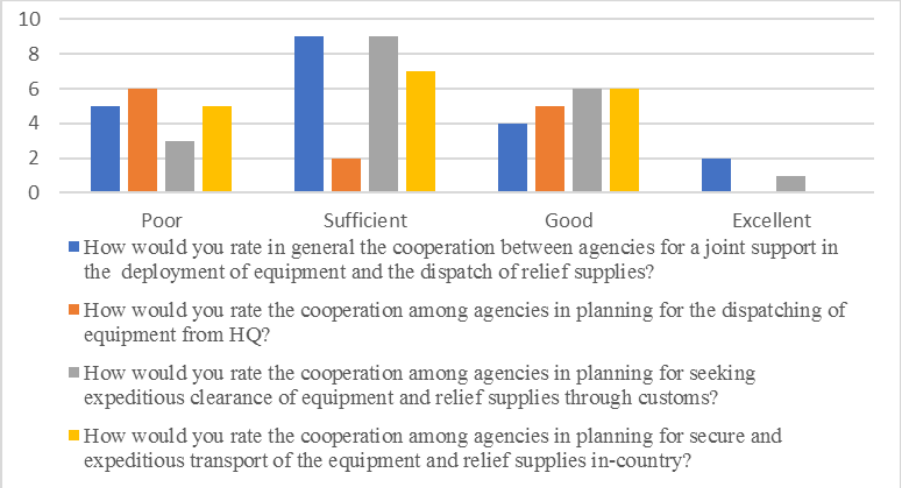


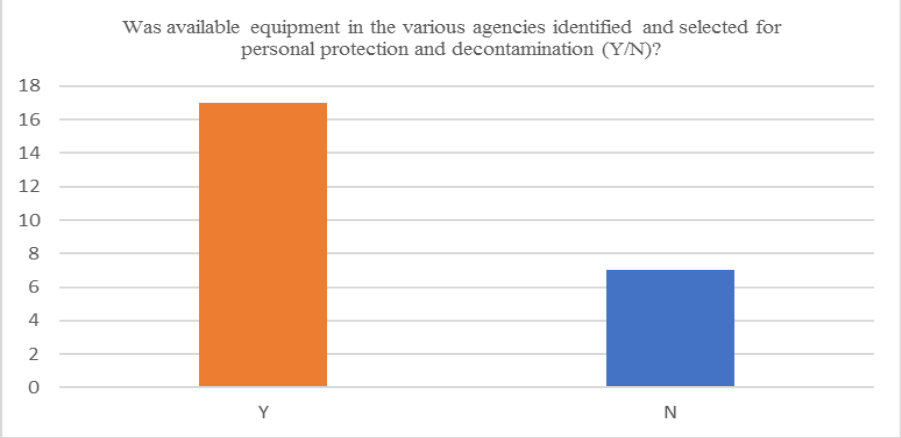
4.2	**Objective** **Planning for the deployment of teams/joint teams**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general the cooperation among agencies for a joint support in the deployment of teams?			4*	7	4	2	
b)	Was any of the following addressed: - Security assessment (Y/N)? - Admin and logistics (Y/N)? - Privileges and immunities (P&I) requirements (Y/N)? - Timing for deployment (Y/N)? - Receipt by host country (Y/N)? - In-country transport (Y/N)?	22* 20* 18* 19* 19* 17*	1 4 5 5 5 5					
c)	Was the sending of joint teams considered (Y/N)?	13*	3					



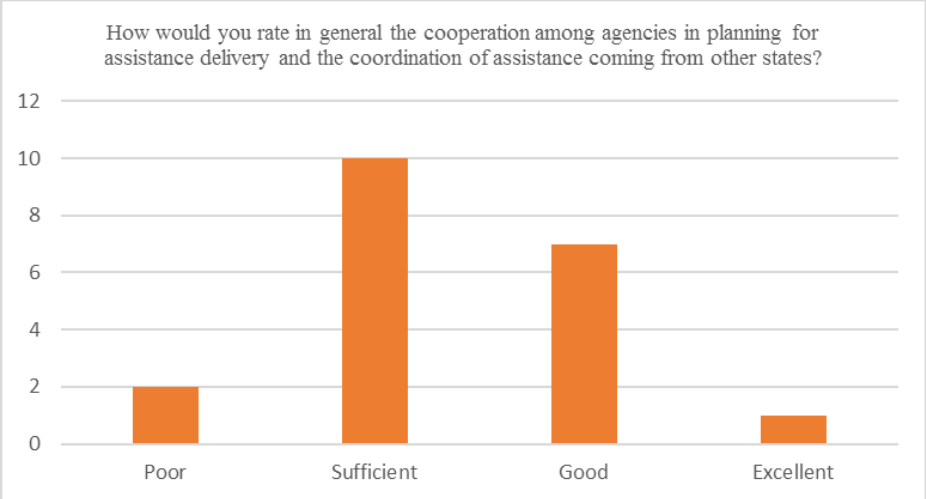


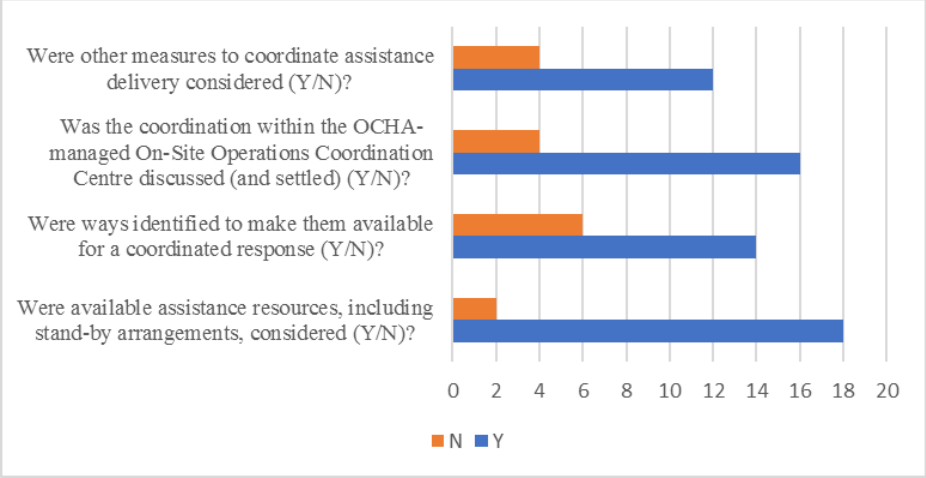
4.3	**Objective** **Sending of equipment (protective, medical, detection, analytical, etc.) and relief supplies to the affected country**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general the cooperation between agencies for a joint support in the deployment of equipment and the dispatch of relief supplies?			5	9*	4	2	
b)	Was available equipment in the various agencies identified and selected for personal protection and decontamination (Y/N)?	17	7*					
c)	How would you rate the cooperation among agencies in planning for the dispatching of equipment from HQ?			6*	2	5		
d)	How would you rate the cooperation among agencies in planning for seeking expeditious clearance of equipment and relief supplies through customs?			3	9*	6	1	
e)	How would you rate the cooperation among agencies in planning for secure and expeditious transport of the equipment and relief supplies in-country?			5*	7	6		



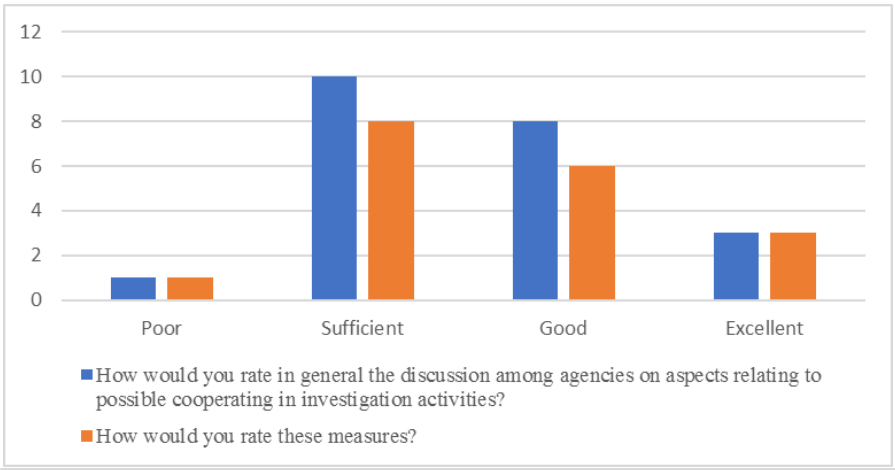


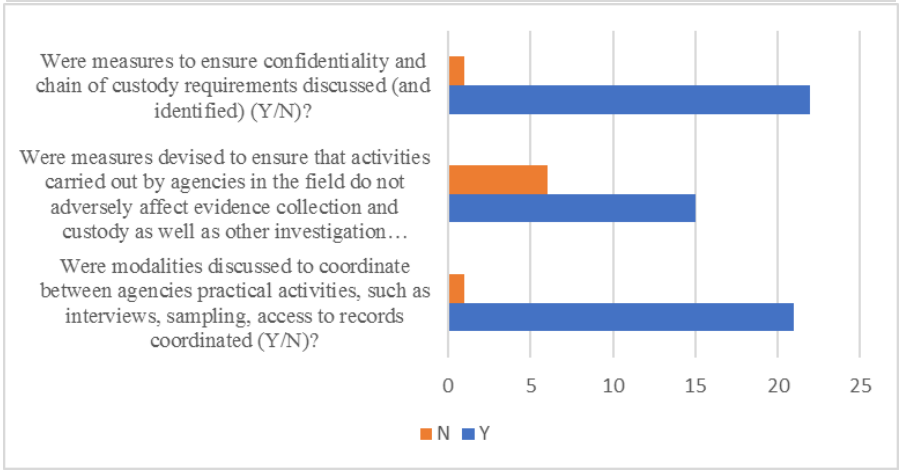
4.4	**Objective** **Assistance delivery (humanitarian, medical against C/BW, etc.) and the coordination of assistance coming from States and other stakeholders to the affected State(s)**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general the cooperation among agencies in planning for assistance delivery and the coordination of assistance coming from other states?			2	10*	7	1	
b)	Were available assistance resources, including stand-by arrangements, considered (Y/N)?	18*	2					
c)	Were ways identified to make them available for a coordinated response (Y/N)?	14*	6					
d)	Was the coordination within the OCHA-managed On-Site Operations Coordination Centre discussed (and settled) (Y/N)?	16*	4					
e)	Were other measures to coordinate assistance delivery considered (Y/N)?	12*	4					



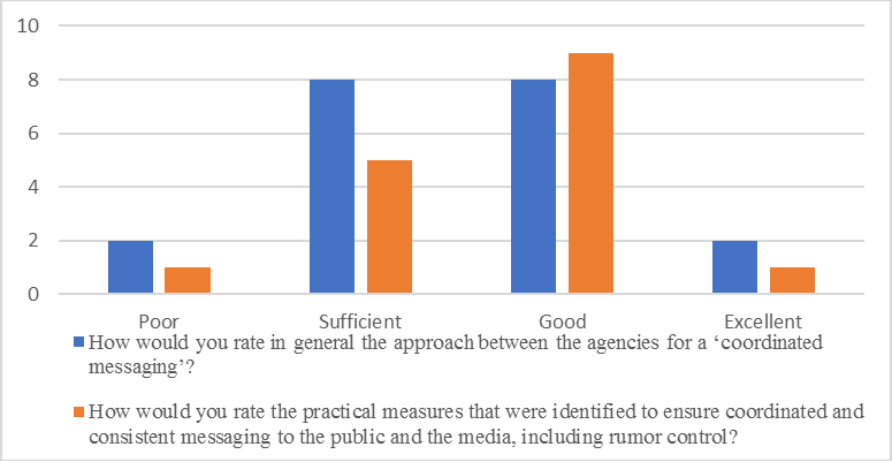


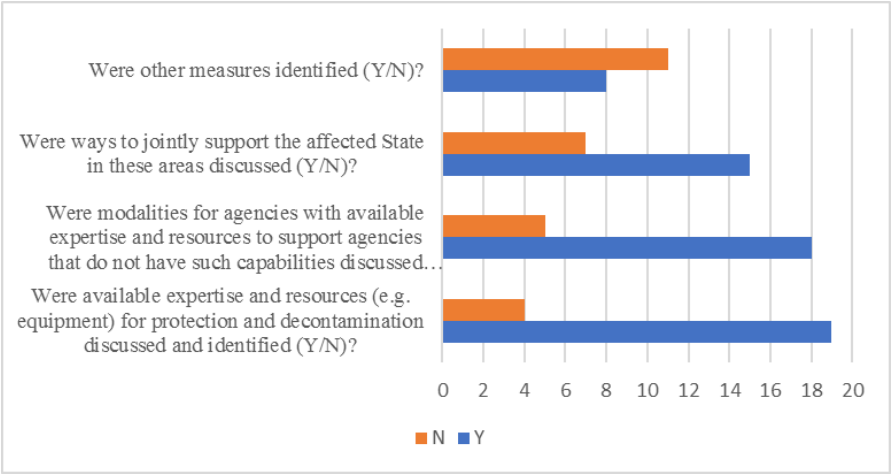
4.5	**Objective** **Investigation activities**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general the discussion among agencies on aspects relating to possible cooperating in investigation activities?			1	10*	8	3	
b)	Were modalities discussed to coordinate between agencies practical activities, such as interviews, sampling, access to records coordinated (Y/N)?	21*	1					
c)	Were measures devised to ensure that activities carried out by agencies in the field do not adversely affect evidence collection and custody as well as other investigation activities (Y/N)?	15	6*					
d)	How would you rate these measures?			1	8*	6	3	
e)	Were measures to ensure confidentiality and chain of custody requirements discussed (and identified) (Y/N)?	22*	1					



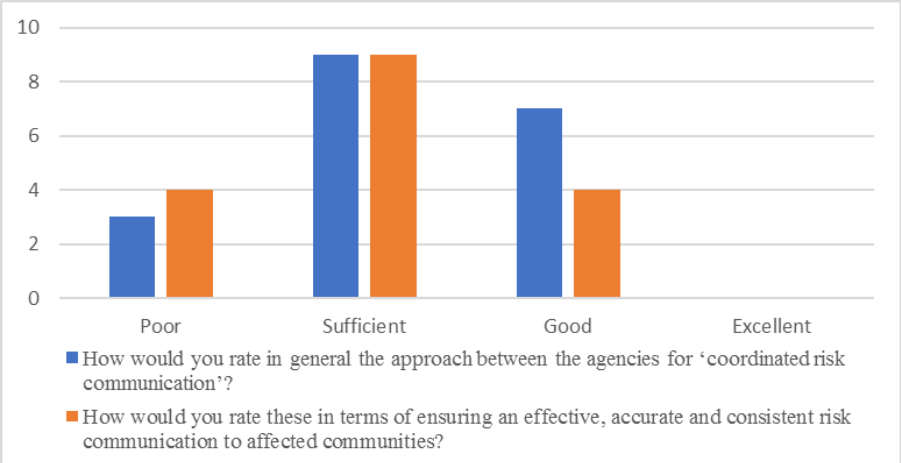


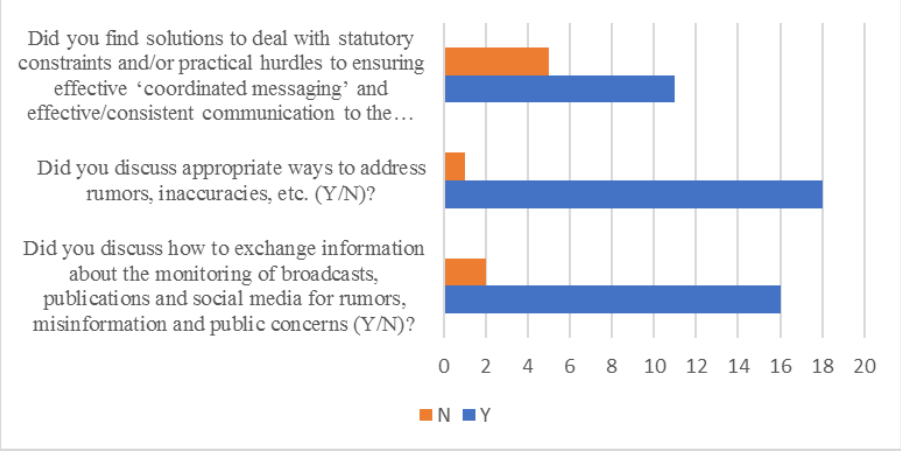
4.6	**Objective** **Personal protection and decontamination, particularly with a view to supporting agencies and/or the affected State that lack capability in this area(s)**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general cooperation among agencies in the area of protection and decontamination?			6*	8	4	1	
b)	Were available expertise and resources (e.g. equipment) for protection and decontamination discussed and identified (Y/N)?	19	4*					
c)	Were modalities for agencies with available expertise and resources to support agencies that do not have such capabilities discussed (Y/N)?	18	5*					
d)	Were ways to jointly support the affected State in these areas discussed (Y/N)?	15	7*					
e)	Were other measures identified (Y/N)?	8*	11					
f)	How would you rate in general the measures identified in these contexts, if any?				12*	2		



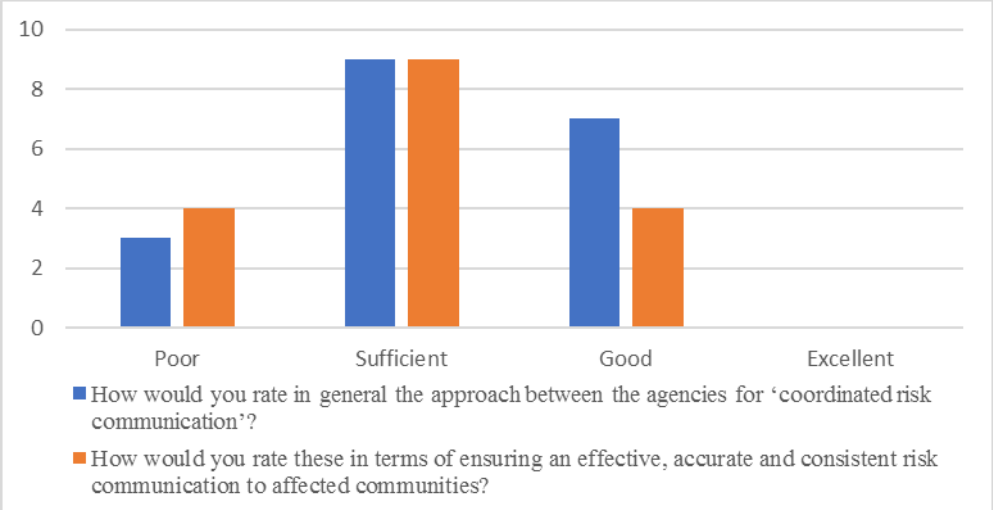


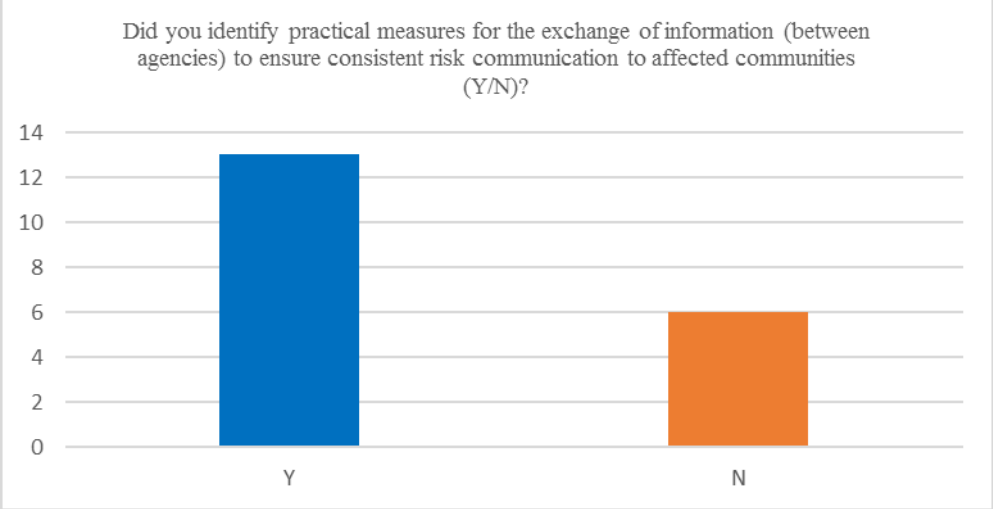
5	**Objective** **Communication with the public/media, including rumor control**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general the approach between the agencies for a 'coordinated messaging'?			2	8*	8	2	
b)	Did you discuss how to exchange information about the monitoring of broadcasts, publications and social media for rumors, misinformation and public concerns (Y/N)?	16*	2					
c)	Did you discuss appropriate ways to address rumors, inaccuracies, etc. (Y/N)?	18*	1					
d)	How would you rate the practical measures that were identified to ensure coordinated and consistent messaging to the public and the media, including rumor control?			1	5*	9	1	
e)	Did you find solutions to deal with statutory constraints and/or practical hurdles to ensuring effective 'coordinated messaging' and effective/consistent communication to the public (Y/N)?	11*	5					



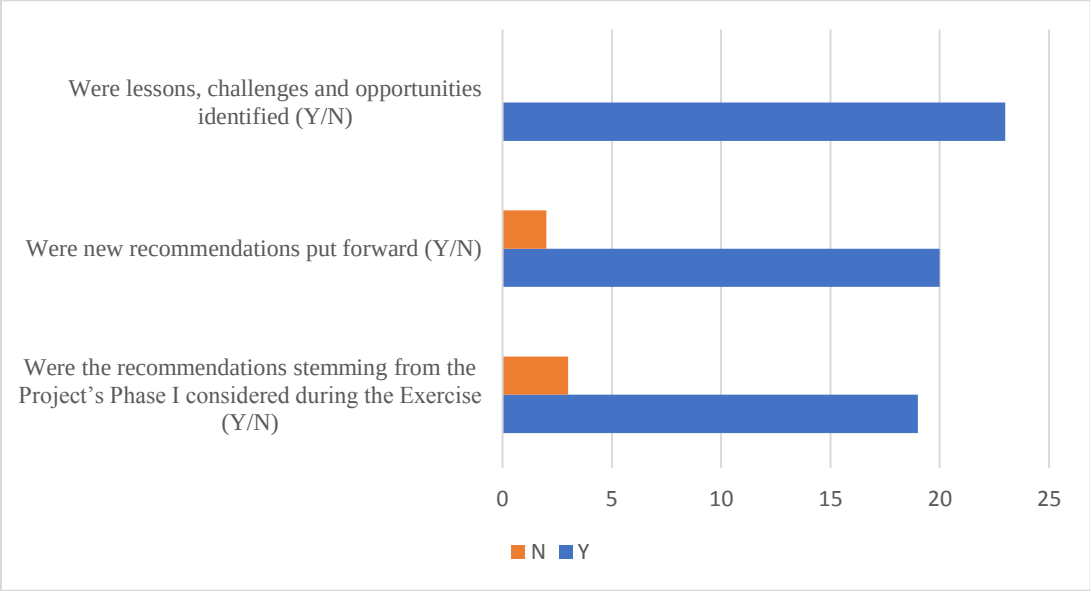


6	**Objective** **Joint or coordinated risk communication to affected communities**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How would you rate in general the approach between the agencies for 'coordinated risk communication'?			3	9*	7		
b)	Did you identify practical measures for the exchange of information (between agencies) to ensure consistent risk communication to affected communities (Y/N)?	13*	6					
c)	How would you rate these in terms of ensuring an effective, accurate and consistent risk communication to affected communities?			4	9*	4		





7	**Objective** **Consider and test recommendations from Phase I and develop new recommendations as needed**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	Were the recommendations stemming from the Project's Phase I considered during the Exercise (Y/N)	19*	3					
b)	Were new recommendations put forward (Y/N)	20*	2					
c)	Were lessons, challenges and opportunities identified (Y/N)	23*						



8	**Objective** **General question about cooperation during the exercise**							
	Questions	**Answers received**		**Ratings received**				**Comments from participants**
		Y	**N**	**Poor**	**Sufficient**	**Good**	**Excellent**	* rating from evaluator
a)	How do you rate in general the cooperation between agencies during the exercise?				2	16	6*	
b)	Were all agencies whose mandate is relevant for the response (and which are potential partners in addressing the situation) identified and liaison with them was undertaken (Y/N)?	20*	3					
c)	Were existing bilateral or multilateral inter-agency coordination mechanisms considered and used during the Exercise, throughout the various phases of the response (Y/N)?	23*	1					
d)	How would you rate the ad hoc cooperation during the exercise (i.e. in cases where coordination mechanisms do not exist or presented shortcomings) with a view to ensuring effective support to the State?				8*	5	7	
e)	What are your main lessons learned from this exercise…(list below)							
f)	Based on today's exercise, list observed key strengths and/or areas that need improvement (your main lessons learned from this exercise).							

Strengths:

- A strong network of people at the operational level. Existing structures and agreements
- Diverse group with relevant expertise and experience, working level networking
- At the level of the participants there is will and enthusiasm to look for common solutions, coordination of efforts and exchange of information
- Willingness to contribute to the overall effort and to cooperate
- The process, established by the Project, of having organisations meet, discuss, exercise, develop papers, is very important. We have to be realistic and continue the dialogue and aim for progress in the area of cooperation by small steps
- Ad-hoc arrangements good. Good expertise. OPCW naturally lead for chem. Within the UN family coordination appears largely good
- All agencies fully cooperated in sharing their knowledge
- The health area is realising good cooperation already: learn from there
- Identification of gaps when confronted with a multidimensional mission
- Possibility to advance on many topics
- Each organisation's eagerness to offer assistance
- Recognition of challenges
- Practical cooperation models already in place identified
- There is consensus on the need to maintain the network and its important work
- There is consensus on the importance of achieving an overall coordination plan/framework
- Existing coordination mechanisms proved to be efficient, particularly within the UN system. Information exchange (as well as roles and responsibilities) with non-UN entities in crisis communication remains a challenge in the absence of SOPs. The establishment of MoUs/SOPs with non-UN entities with mandated role in response to WMD attacks for crisis communication remains should be considered.
- There are effective coordination mechanisms and a clear understanding of roles and mandates of agencies according to the nature of the crisis. There is a strong network of spokesperson with experiences in crisis communication. Existing mechanisms have sufficient flexibility to adjust to be enlarged to other agencies on an *ad hoc* basis

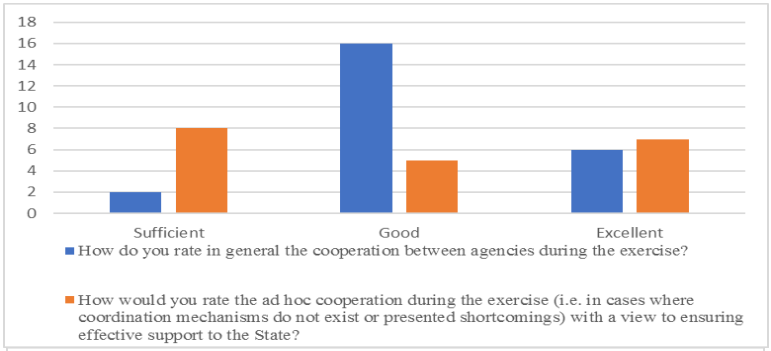
Areas of improvement:

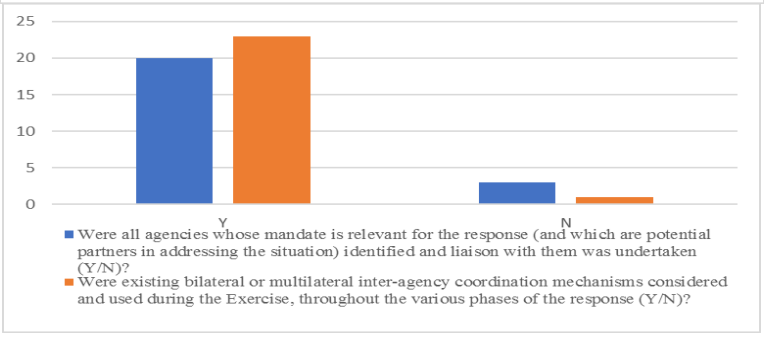
- Need to find ways to mitigate the limitations posed by confidentiality constraints. An Early Warning System that incorporates info-sharing at early stage could be beneficial. An overreaching coordination mechanism would seem to be valuable, as well as MoUs in certain organisations. Also, need for operationalising OPCW-OCHA Interface Procedures
- A main/chief coordinator of deployments should be made
- Need to change the mind set of organisations: open your mind, look at what's out there, connect … while complying with mandates and restrictions
- Any plan built on ad-hoc and personal relationship will be criticised and fragile
- Deeper dive required on overall coordination mechanism, with relevant agency focal points determined
- Build towards a multi-crisis coordination cell. Clear trigger mechanisms for a co-ordination cell at operational level
- Lines of communication, "Liaison Officers", meetings, movement of staff and equipment

- Need for an overarching strategic and operational coordination framework, which could further develop practical procedures, which in turn would have to be trained and exercised
- Identification of concrete mechanisms, agreements, frameworks that need improvement and meetings/forums where these could be taken up
- Better understanding of each participating agency's mandate and capability
- Executive commitment
- Focus on chemical and bio individually
- Need for CBRN awareness-raising within humanitarian response system and development of protocols through the IASC on CBRN-related emergencies
- Mechanisms and structures to guide cooperation
- Mandates and tasking overlap
- More need to look outside the box, to be innovative
- Suggest the WG receives an "inter-agency briefing" on the J-Plan
- From a communication perspective, the timely information sharing/access from technical experts needs improvement. We need as UN to be more proactive in communicating our efforts/ Internal communications among agencies also needs improvement in order to have reliable and timely information.

Comments:

- There are major challenges (safety, statutory constraints, etc.) Approach to enhancing cooperation should be twofold: a) long-term: develop general cooperation frameworks, standing committees, etc.; b) short/medium term: small steps resolve small practical issues, also by looking at what others do (Valeria)
- Need for formal agency focal points. If each agency puts forward a liaison officer this would go a long way to resolve the issues identified. They would meet twice/three times a year
- Need for better (more comprehensive) monitoring of information and communication
- Consider another TTX before the Field Exercise
- Very important to have regular trainings and exercises which would cover different stages of the deployment
- Everybody is trying to sort them out separately, not in a coordinated manner
- Coordination could be a "build up" effort, i.e. phasing the development of procedures and take one step at the time. This means that we would start with the planning phase, then logistical preparations for the mission, field deployment, field coordination, etc.
- Other possible partners: WFP and World Bank for Funding
- Involve UN Department of Field Support
- Excellent initiative, perfect organisation
- Policy decisions need high-level engagement
- Could OSOCC be used also absent a humanitarian emergency?
- Humanitarian, law enforcement, security/disarmament communities have vastly different views/roles that are difficult to reconcile. Pre-existing coordination mechanisms across the spectrum are difficult to envisage
- Validation of information needs to happen, especially for information received during the first few hours and days after the incident
- Do not forget that the key goal is to protect people (including first responders): mitigate harm
- Maintain Functional Focal Points, meet regularly, maintain contact info updated
- 24/7 operations centres are crucial and should be connected. Organisations that do not have one should have officials on call
- Gather and verify facts, monitor news, dispel rumours
- Make use of UN country team assets (local media contacts, witnesses, etc.)





ANNEX I : CONTRIBUTORS

1. Primary contributors of the publication and the Project documents

IAEA

OPCW

UNOCT

2. Agencies that submitted comments to the various documents published in this volume

1540 Committee

BWC-ISU

FAO

ICAO

IMO

INTERPOL

JEU

OCHA

OIE

OPCW

UNDPI

UNDSS

UNICRI

UNOCHA

UNODA

WCO

WHO

An ongoing Project of the Counter-Terrorism Implementation Task Force Working Group on Preventing and Responding to Weapons of Mass Destruction Attacks (2015-2019)