enhancing on-site cooperation between safety and security organizations

CBRN events:
Training Curriculum for First Responders and Law Enforcement Agencies

Rome, 30 March 2015
CBRN events: Training Curriculum for First Responders and Law Enforcement Agencies

A proposal for a common training to improve the integrated response of First Responders and Law Enforcement Agencies to CBRN events

CBRN – Integrated Response Italy

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

Contributors:

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

Authors:

Dr. Mariachiara Carestia
Dr. Andrea Malizia
Dr. Pasqualino Gaudio

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

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Rome,

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The “CBRN Integrated Response Italy” project

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

The main outputs of the project, which is now approaching its conclusive activities, are:

- The Mapping Report\(^2\) - an overview of the normative and institutional frameworks dealing with response to a CBRN emergency or crisis in 11 EU Member States with a particular focus on the Italian response system;

- The Comprehensive Evaluation Report\(^3\) – an evaluation report on two Table Top Exercises (TTXs), one held in Italy and one in Estonia, that simulated and tested specific aspects of a CBRN emergency in a functional way;

- The Gap Analysis Report\(^4\) - an analysis to identify gaps between the findings and recommendations delivered by the Mapping Report and stemming from the results of the two TTXs. The goal of the Gap Analysis was to provide stakeholders, decision makers, law enforcement agencies, first responders and CBRN experts, with an overview of the main issues that need to be considered to define a sound and comprehensive EU approach to CBRN threats.

- A proposal for the integration of the EU Host Nation Support Guidelines\(^5\) – a proposal built on the previous outcomes of the project, to integrate the EU HNSG with specific CBRN related guidelines and to help smoothen international assistance during CBRN events.

The conclusive task of this project is the proposal of a common training curriculum for first responders and law enforcement agencies to boost the cooperation between these two key actors involved in CBRN scenarios. The training curriculum is formulated in line with EU training programmes\(^6\) to respond to major events and crisis management, and to ease its implementation at the EU level.

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\(^2\) The Mapping Report is available at: http://cbrn.netseven.it/?page_id=92

\(^3\) The Comprehensive Evaluation Report is available at: http://cbrn.netseven.it/?page_id=92

\(^4\) The Gap Analysis Report is available at: http://cbrn.netseven.it/?p=589

\(^5\) A proposal for the integration of the EU Host Nation Support Guidelines is available at http://cbrn.netseven.it/?page_id=98

CBRN Integrated Response Course

(CBRN -IRC)

Strengthening CBRN-response in Europe by enhancing on-site cooperation between First Responders and Law Enforcement Agencies
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V. REFERENCE MATERIAL
I. INTRODUCTION

CBRN (Chemical, Biological, Radiological and Nuclear) events may be the consequence of an accidental, natural or intentional action, including the diffusion of CBRN materials using conventional explosives and acts of terrorism. Understanding the origin of a CBRN event is not always as immediate as it is for natural events like earthquakes or floods. Thus, a CBRN event poses at least three key issues:

- the presence of hazardous materials and substances on the scene;
- difficulties in making a quick assessment of the causes of the event;
- effective multi-agency coordination.

As a consequence, the management of the scenario can be challenging, especially because safety and security for first responders, law enforcement agencies and, of course, the population, fauna and flora, must be guaranteed. In fact, CBRN events require highly trained and specialized personnel to work with all the other “conventional” actors operating in the field of disaster relief and management. A smooth interplay of all these actors is necessary to guarantee an efficient response.

This training curriculum represents a tool to boost multi-agency coordination at the national level by improving awareness of mutual tasks and responsibilities and enhancing communication between first responders and law enforcement agents involved in the CBRN response system.

A parallel task of this curriculum is to promote multi-agency cooperation in an international framework. Large-scale CBRN events can be classified among the “high-impact, low-probability” events. The well known cases of Bhopal, Chernobyl, Fukushima, to name a few, give a clear evidence of how the combination of a large scale CBRN scenario, a poor or late awareness of the situation, the shortage of means and personnel, or expertise, as well as the obstacles to a smooth international cooperation, can dramatically reduce the effectiveness of the response. With this in mind, also small-scale CBRN events can create the conditions to require international assistance, depending on each State’s capabilities.

Notably, the analysis is further complicated by the fact that every Member State has its own response system, thus, responsibilities and tasks may lie on different actors, according to each State’s national regulation. Due to the lack of homogenous approaches and legal frameworks hosting and coordinating international assistance during a CBRN event, may prove to be extremely challenging. In fact, safety and security must be guaranteed also for international teams providing assistance to the stricken country.

The following key needs and objectives emerged throughout all the activities of the CBRN-Integrated Response Italy project and, of course, from all the current discussions and documents on CBRN events, including the EU CBRN Action Plan:

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- to achieve full awareness of the national and international frameworks for CBRN response, including support from military assets;
- to understand mutual tasks and needs of first responders and law enforcement agencies in a CBRN scenario, including forensic issues;
- to optimize and improve multi-agency communication also through the establishment of database and ICT systems;
- to manage the flow of information directed to the population;
- to promote training on national and international CBRN scenarios (including CBRN materials diffused by means of explosives devices).

Consequently, the training curriculum is designed to address each one of these issues, to provide participants with a common vocabulary and knowledge on CBRN events, both at the national and at the international level. Furthermore, great emphasis is placed on the “open discussion” sessions, designed to favour communication among all the actors involved.

The training activities will be completed discussion based exercises at the end of the course. This will provide the trainees with a preliminary feedback on the achievement of the learning objectives, and will represent a way to promote networking and communication among all the actors involved in the CBRN response system. Furthermore, the exercises will highlight existing gaps and offer food for thought, which will be the basis of a constant improvement of trainees’ activities and of the course itself.

The course is also a starter measure to develop common EU standards for the response to CBRN events, at operational, tactical and strategic level, a priority to allow a quick and effective response.

Acknowledging the key role of the EU Civil Protection Mechanism in responding to large scale disasters and major emergencies within and outside the EU, the present training curriculum could significantly contribute to complement the EU Civil Protection Training Programme, as part of the implementation of the EU CBRN Action Plan.

II. CBRN-IRC TARGET GROUP, LEARNING OBJECTIVES AND PREREQUISITES

Participants are members of all the national institutions of first responders and law enforcement agents which take part in the response to CBRN events at the operational, tactical and strategic levels. Furthermore healthcare and military personnel, communication experts, as well as any other actor relevant for each Member State’s response system, can also attend the course.

The overall objectives of the CBRN-IR training course are:

- To improve communication and interplay between first responders and law enforcement agencies at the national level;
- To achieve a common knowledge of the key mechanisms for the implementation of international assistance (requested or offered) in case of CBRN events;
- To be able to guarantee safety and security of personnel, population, fauna and flora, in case of CBRN events.
A key prerequisite to participate in the CBRN-IRC training programme is at least a theoretical background on:

- The EU Civil Protection Mechanism;
- CBRN agents, their characteristics and effects;
- Detection and identification techniques;
- Protective equipment working principles.

The course aims at improving communication and interaction between FR and LE agencies, thus, it is highly recommended that representatives of all the agencies involved in the multi-agency response attend the course simultaneously.

III. METHODOLOGY, LOGISTICS, TRAINERS’ REQUISITES

i. Methodology

The CBRN-IRC focuses on the tactical and strategic levels of the response to CBRN events. Overall, the methodology is focused on promoting communication and exchange of information between first responders and law enforcement agencies. This will be achieved by adopting the following criteria:

• After each frontal lesson all the participants will be asked to fill in a short (no more than 10 minutes), individual, questionnaire, that will assist them with the identification of issues, related to the specific topic, that could impact on the cooperation between first responders and law enforcement agencies, from their professional perspective. As an alternative to the questionnaire the same goal could be achieved by asking the trainees to prepare a list of keywords or to define the main concepts grasped during the lesson.

• An open discussion period (around 10 minutes) will conclude each frontal lesson. During this period, trainees will have the opportunity to share the results of their questionnaires (or list of keywords and concepts) with the other participants, identify strengths, weaknesses, gaps and proposing improvements.

These activities are meant to be preparatory for the final DBE

Time allocation:

• For Modules 1 to 3, it is advised to devote no less than 8 hours to each module, to ensure that the time allocated is sufficient to cover requirements for frontal lessons, questionnaires and open discussions.

• It is strongly suggested that the 40% of the total time allocated for Topic 3.3 “Protection from CBRN agents: Personal and Collective Protective Equipment” is devoted to demonstration activities. This will provide participants with a more realistic view of technical difficulties, which could affect coordination between FR and LE agencies on the field, with a reflection on the tactic and strategic level.

• For Module A, “CBRN Case studies”, it is recommended to present four case studies, to encompass all the possible scenarios of a CBRN event (i.e. Chemical, Biological, Radiological and Nuclear, including the use of explosives linked to hazardous materials).
Two hours should be devoted to each scenario, and they should be distributed as follows:

i. introduction to the scenario, lessons learnt and best practices (50% of the time available);

ii. collection of data and remarks; trainees should try to identify the issues and criticalities that could affect multi-agency coordination and hosting of international assistance within their national CBRN response system (25% of the time available);

iii. Open discussion between participants under the coordination of trainers and facilitators (25% of the time available).

**Discussion based exercises (DBE)** are meant to help players familiarize with, and be able to validate, plans, policies, agreements and procedures. Training institutions are encouraged to devote two full days to one or to a combination of the following exercise methodologies: seminar (to provide an overview of new or current plans, resources, strategies, concepts or ideas), Table Top Exercise (to validate plans and procedures by utilizing a hypothetical scenario to drive discussions among participants) or game (to explore decision-making processes and examine consequences of those decisions). DBE need to be designed so that the focus is on multi-agency coordination and communication between first responders and law enforcement agencies.

Of the overall time available for DBE, 80% should be devoted to the exercise (including the time to explain the exercise’s rules and tasks), 10% to debriefing (conducted by trainers and facilitators) and 10% to active discussion between course participants (moderated by trainers). It is also advisable to propose at least two different scenarios for exercise day 1 and day 2, or to include two kinds of different events in the same exercise (so to enlighten differences and similarities of the response to CBRN events). Finally, it is advisable to plan the exercise in order to consider both the national and international dimension of multi-agency coordination, with a strong focus on the last one.

**ii. Logistics**

The setup of the training facility should ease communication between all the participants during classroom, case studies and exercise sessions; access to personal computers and the web should be guaranteed for all the participants so that training methodologies requiring web search (like DBE) can be adequately performed and implemented.

Consider specific requirements for DBE (means of communications, maps...)

**iii. Trainers’ requisites**

Trainers shall have gained specific experience in the field of CBRN events, national and international regulations governing the response to CBRN events, crisis communication strategies and CBRN risk management.

For each topic addressing chemical, biological, radiological and nuclear materials, trainers must have specific knowledge on that specific subject matter.

Trainers and facilitators for Modules A and B should have gained experience as participants, organizers and/or trainers of international discussion-based and operations-based CBRN exercises.
IV. MODULES

Module 1 – CBRN-IRC Introduction

Topic 1.1 - Course introduction and structure

Topic 1.2 - CBRN events: terminology, causes and threats

Outline

This topic recalls CBRN events terminology and the CBRN event framework, providing an extensive overview of how a scenario may be, or turn into a CBRN event.

Learning objectives
- Acquire a common CBRN terminology
- Be aware of the possible causes of CBRN events including secondary effects of major events

Methodology
Presentation

Topic 1.3 – Ethical, disabilities, age and gender issues

Outline

This topic addresses ethical, disabilities, age and gender issues, which may arise during CBRN events relief operations. First responders, law enforcement agencies and all the other actors involved, need to be adequately aware of these issues so that they do not end up representing an additional obstacle to a smooth and effective response.

Learning objectives
- Be aware of ethical and gender issues related to CBRN events operation

Methodology
Presentation

Module 2 - International framework governing the response to CBRN events

Topic 2.1 - International conventions, treaties, organisations and guidelines

Outline

This topic lists and describes all the international tools, which are relevant to frame the response to a CBRN event in compliance with international standards. Bilateral agreements will be discussed and analysed, however greater attention will be devoted to regional and multilateral agreements, which encompass the supranational framework. This topic also presents all the guidelines dealing with international assistance in case of CBRN events.

Learning objectives
- Be familiar with all the international conventions, treaties and organizations which regulate the international response to a CBRN event
- Use all the relevant guidelines for request and offer of assistance in case of CBRN events

Methodology
Presentation
Topic 2.2 – CBRN events: EU Civil Protection Mechanism’s tools

Outline
This topic focuses on the tools of the EU Civil Protection Mechanism to provide international assistance in case of CBRN events. The topic addresses all the specific requirements and challenges of the deployment of EU CP modules and teams.

Learning objectives
- Know all the CBRN capabilities of the EU CP Mechanism
- Be aware of the interplay between the Mechanism and other international actors in case of CBRN event

Methodology
Presentation

Topic 2.3 - The EU Host Nation Support Guidelines – request and offer of assistance in case of CBRN events

Outline
The EU Host Nation Support Guidelines (HNSG) are one of the most relevant tools of the EU Civil Protection Mechanism to improve and smoothen cooperation of different actors at international level. This topic provides detailed information on how to apply the guidelines in case of CBRN events.

Learning objectives
- Use the EU HNSG to request and offer international assistance in case of CBRN events.
- Identify specific and minimum requirements to request and offer assistance to respond to CBRN events.
- Be aware of financial and liability issues related to the request and offer of international assistance

Methodology
Presentation

Topic 2.4 – EU Member States’ CBRN response system: an overview

Outline
Each EU Member State has its own system to respond to CBRN events, meaning that, in case of international assistance, the number, the tasks and responsibilities of the actors can be very different from one nation to the other. This topic provides a map of the EU Member States’ CBRN response system to provide trainees with a general overview of the actors and interplays, which could be present on an international relief scenario.

Learning objectives
- Be aware of differences, actors, tasks, in the CBRN response systems of EU Member States

Methodology
Presentation

Topic 2.5 - Relation with Third Parties

Outline
Third parties like NGOs, volunteers etc. are relevant actors of conventional disasters scenarios. The presence of hazardous materials in a CBRN event raises several issues on the deployment of such relief resources. Safety and security of third parties’ operators is paramount, thus, their “rules of
engagement” need to be well defined in these kinds of scenarios. This topic focuses on the opportunity and the modality by which, the presence of third parties represents an actual improvement of the response system.

Learning objectives
- Be aware of opportunities and limits of employing third parties in relief operations in a CBRN scenario
- Be able to define the best practice to cooperate with third parties in a CBRN scenario

Methodology
Presentation

Topic 2.6 – Civilian-military cooperation

Outline
This topic provides further insight into multi-agency coordination with a focus on civilian-military cooperation. When applicable, civilian-military cooperation represents a tool to complement existing civil relief mechanisms. Communication issues are addressed, as well as exchange of information on military capabilities, which are currently or potentially applicable to civil CBRN relief operations.

Learning objectives
- Be aware of international civilian-military cooperation policies
- Be able to identify and solve potential issues when requesting military cooperation (e.g. command, communication and control chain)
- Achieve an updated awareness of military capabilities which could be employed for CBRN relief operations

Methodology
Presentation

Module 3 – Dealing with a CBRN event: operational, tactical and strategic issues

Topic 3.1 – Forensic

Outline
Forensic issues are one of the most discussed topics in case of CBRN events. Unlike earthquakes or floods, the cause of a CBRN event may be unclear until proper forensic investigation is performed. This is essential to identify, for instance, accidents and acts of sabotage or terrorism.

Learning objectives
- Be aware of forensic investigation challenges in CBRN scenarios
- Be able to manage complex situations where mutual needs of first responders and forensic investigation teams have to be duly considered

Methodology
Presentation

Topic 3.2 - Hazardous materials (HAZMAT) and waste management

Outline
The presence of CBRN materials on the scene creates immediate and long-lasting consequences for the general management of the event. Issues related to hazmat and hazardous waste...
management are addressed in this topic to promote awareness of the minimum requirements to guarantee safety and security of both the operators and the population.

Learning objectives
- Be able to assess the minimum requirements for immediate and later management of hazmat and hazardous wastes.

Methodology
Presentation

Topic 3.3 - Protection from CBRN agents: Personal and Collective Protective Equipment (PPE and PCE)

Outline
This topic provides comprehensive information about the proper PPE and PCE for each CBRN scenario, for each actor involved. Cost-benefit effects of equipment and interoperability issues as well as requirements for turnover of personnel and equipment are addressed. This will promote a discussion on best practices for tactical and strategic planning.

Learning objectives
- Be familiar with PPEs and PCE
- Be aware of cost-benefits analysis in relation to the use of the different equipments and have a critical approach to their use
- Be aware of the necessity of turnover for equipment and personnel
- List all the personnel and equipment requirements for an effective CBRN response

Methodology
Presentation (possibly complemented by practical demonstrations)

Topic 3.4—Management of sensitive and classified information related to CBRN events

Outline
A CBRN event can be the result of natural, accidental or intentional events, including acts of terrorism. Therefore, the level of confidentiality of information, which will be exchanged during a CBRN event, may vary dramatically according to the nature of the event. Nonetheless, to guarantee safety and security of the personnel and the population, communication needs to flow smoothly between first responders and law enforcement agencies at operational, tactical and strategic level. To this end, each actor should be aware of which kind of information can be essential for the others. This topic addresses relevant issues concerning communication and sharing of sensitive and classified information during a CBRN event.

Learning objectives
- Be familiar with the different levels of communication among first responders, law enforcement agencies and other relevant actors.
- Evaluate possible operational issues, which may affect communication among the actors involved.
- Understand mutual needs concerning information related to CBRN scenarios
- Be aware of possible obstacles, limits and opportunities concerning sharing of sensitive and classified information

Methodology
Presentation (followed by open discussion)
Topic 3.5 - Risk assessment, zoning and risk maps reading

Outline
This topic contributes to promoting cooperation among first responders, law enforcement agencies and the other actors involved by providing information concerning two essential issues of the response to CBRN events: risk assessment and zoning. All the actors involved at operational, tactic and strategic level should know how to evaluate potential risks, establish and maintain a defined zoning duly considering mutual needs and best practices.

Learning objectives
- Be familiar with risk assessment, zoning and risk maps
- Be aware of mutual positioning within the different risk zones
- Achieve a smooth and effective interaction when facing zoning related issues

Methodology
Presentation

Topic 3.6- Information to the population in case of CBRN events

Outline
Population is usually the main actor affected by any disaster scenario, including CBRN events but its role is often underestimated. This topic deals with the delivery of information to the population providing trainees with examples of good practice and strategies to use information as a way to contain the spread of panic, to provide relevant information to minimize the effects of CBRN agents, to counter misinformation, and so on. To this end, it is paramount that first responders and law enforcement agencies at tactic and strategic level acknowledge how the release of given information can positively or negatively affect operations and strategies of the other actors involved.

Learning objectives
- Be aware of information tools (media, new media, etc.) to inform the population on the on-going situation or on relevant risks;
- Evaluate effective strategies to deliver information to the population
- Be aware of the possible effects of the delivery of information to the population for the other actors involved

Methodology
Presentation

Module A - CBRN Case studies

a.1 - CBRN events: case studies and lessons learnt

Through the analysis of past or hypothetical case studies, trainees will investigate CBRN multi-agency coordination and challenges, from bad to best practices. This activity will promote active discussion and interaction between first responders and law enforcement agencies, which will have to focus on the aspects that were stressed out during the training modules. This module is also meant to be preparatory for the following DBE.

Learning objectives
- Be able to evaluate bad and best practices in multi-agency coordination during CBRN events
- Improve the ability to develop strategies and new solutions to support inter-agency coordination (both at national and international level) in response to CBRN events.

**Methodology**
Presentation of single case studies, active analysis and open discussion

**Module B - Discussion based exercises (DBE)**

**b.1 - Exercise on CBRN scenarios requiring international assistance**

CBRN events may lead a stricken country to request for international assistance. Through DBE, trainees will experience the complex framework of national and international multi-agency coordination in CBRN scenarios and will apply the EU HNSG to request and offer international assistance. The focus of the DBE will be on the international dimension, so to favour the exchange of best practices. These activities will stress the tactic and strategic levels to test and improve communication and interaction between international teams.

**Learning objectives**

**Overall objectives**
- Apply knowledge and competences acquired during the CBRN-IR Course

**Specific objectives**
- Be able to request and offer international assistance in case of CBRN events through the EU Civil Protection Mechanism
- Address and solve communication issues, including those related to sensitive and classified information
- Evaluate safety and security issues for the personnel and the population.
- Address issues concerning the employment of military or third parties’ support
- Organise multi-agency coordination to account for CBRN forensic issues
- Be able to address issues coming from hazardous materials and hazardous waste management and from PPE and CPE employment.
- Take advantage of proper information to the population in case of CBRN events
- Take in duly consideration ethical and gender issues minimizing obstacles to an effective response
- Evaluate financial and liability issues

**Methodology**

Discussion Based Exercises (two-day exercise on a single multi event scenario or on different scenarios: exercise briefing, exercise implementation, debriefing with exercise organisers, open discussion).
V. REFERENCE MATERIAL

A) EU documentation

Available at:

Available at:

Commission Staff Working Document EU Host Nation Support Guidelines
Available at:
http://ec.europa.eu/echo/files/about/COMM_PDF_SWD%2020120169_F_EN_.pdf

Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and The Committee of the Regions Commission provisions on “ARGUS” general rapid alert system
Available at:

Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on a new EU approach to the detection and mitigation of CBRN-E risks
Available at:

Common Military List Of The European Union (adopted by the Council on 27 February 2012)
(Equipment covered by Council Common Position 2008/944/CFSP defining common rules governing the control of exports of military technology and equipment).
Available at:

B) Other documentation

Guidelines
Checklist and Non-Binding Guidelines for the Request, Reception and Provision of International Assistance in the Event of a CBRN Event or Natural Disaster
Available at:
http://www.nato.int/eadrcc/docs/checklist_eng.pdf
Available at:
http://www.unocha.org/what-we-do/coordination-tools/UN-CMCoord/publications

EU response to CBRN events: proposal for the integration of the EU Host Nation Support Guidelines
Available at:
http://cbrn.netseven.it/?post_type=document&p=600

EU Member States’ CBRN response system
Mapping Report on the Legal, Institutional, and Operative Framework Concerning Response to CBRN Threats in Italy and in other 10 EU Member States
Available at:
http://cbrn.netseven.it/?page_id=92

Gap Analysis Report - a Gap Analysis performed on the outcomes of the Mapping Report and the Table Top Exercise Evaluation Report produced within the framework of the Project CBRN – Integrated Response Italy
Available at:
http://cbrn.netseven.it/?page_id=98

C) Relevant websites
CBRN Centers of Excellence;
http://www.cbrn-coe.eu/

CBRN Integrated Response Italy
http://www.cbrn-response.eu