

CONTENTS

Editorial	p. 3
Development of national civil defence structures	
<i>Development of civil defence</i>	
· The Amman Declaration, instrument for the development of civil defence	p. 4
· Amman Declaration on Civil Defence (1994)	p. 4
· Civil Defence : Safeguarding life, property and the environment	p. 6
· The Beijing Declaration : A major landmark in the development of civil defence	p. 7
· Beijing Declaration (1998)	p. 8
· Guidelines for the development of civil defence structures	p. 9
<i>Sustainable development</i>	
· Civil Defence, a tool for sustainable development	p. 15
· The challenges for civil defence in the face of globalisation	p. 17
· The role of the State in the field of protection and assistance in case of disasters	p. 21
· Geneva Declaration (2000)	p. 25
<i>Voluntary service</i>	
· Voluntary service within civil defence needs to be developed	p. 27
· Tunis Declaration (1999)	p. 27
· The challenges of voluntary work	p. 29
· Introduction to the International Charter for voluntary service in civil defence and the Pledge of the civil defence volunteer	p. 34
International Cooperation	
<i>International Humanitarian Law</i>	
· The ICDO, promoter of the civil defence movement	p. 37
· Civil defence and international humanitarian law	p. 38
· The emblem : a contributing factor to the unity of the civil defence movement	p. 39
<i>International instrument</i>	
· Framework Convention on Civil Defence Assistance, 22 May 2000	p. 40
· Framework Convention on Civil Defence Assistance, Message from the Secretary-General of the ICDO	p. 40
· Framework Convention on Civil Defence Assistance, 22 May 2000 Final text	p. 43
· Framework Convention on Civil Defence Assistance, 22 May 2000 Commentary	p. 46
· Framework Convention on Civil Defence Assistance, 22 May 2000 Signatory States	p. 53
· For the admission of the International Civil Defence Organisation (ICDO) to the status of Specialised Agency of the United Nations Organisation (UNO)	p. 54
Promotion of prevention	
· Investment in prevention measures : offering a high, but often ignored, return	p. 58
· Civil Defence : a right and a duty for all	p. 59
· Civil Defence should become part of school programmes	p. 60

News

- The International Civil Defence Organisation (ICDO) p. 61
From 1931 to 2001 : historical background
- Programme of activities of the International Civil Defence Organisation (ICDO) p. 65
2001-2002

Publications

- International Directory of Civil Defence, Civil Protection, Civil Safety and Emergency p. 72
Management - 2001, 2nd edition
- Books p. 73
- Protector's game p. 74

- ICDO Medal 2001 - Beneficiaries p. 75

EDITORIAL

“Annals of the International Civil Defence Organisation” is the title of this special issue of the International Civil Defence Journal.

“Annals” because this issue brings together a certain number of fundamental texts of the ICDO drafted since the 10th World Conference on Civil Defence, in 1994.

In fact since this Conference, at the close of which was adopted the so-called “Amman Declaration”, the ICDO has spared no effort to better structure civil defence and give to the concept of protection and assistance in the face of natural and man-made disasters as universal a doctrine as possible. This task is far from being over, and the ICDO has an important role to play, vis-à-vis its Member States and also all the international community, in the development of the capacity of national civil defence structures and in giving unity to this field in order to develop and strengthen national civil defence structures at the world level.

This issue has been structured along the ICDO’s three main lines of action:

The major part of this issue is devoted to the development of national civil defence structures.

Next, are presented texts concerning international cooperation in civil defence matters, a theme which certainly merits development and which will be the subject of 12th International Conference on Civil Defence to be held in Geneva in June 2001, and on which occasion this issue is published.

Finally, the promotion of disaster prevention and preparedness, a field of activity aimed directly at populations, is a theme for which the ICDO has produced various material for use by national civil defence services, the most significant of which have been selected for this Journal.

To close, the year 2001 marks the 70th anniversary of the ICDO.

When it was established, in 1931, its visionary objective was to promote the protection of the population during armed conflicts. In 1949, after the Second World War, the 4th Geneva Convention on the protection of civilians in time of war was adopted.

In 1998, the Beijing Conference adopted the basis of the world action plan for the development of Civil Defence “ Protection and assistance for all in the face of disasters in the 21st century”, proposed by the ICDO.

1931 - 2001: for the ICDO the fight continues: for better living conditions and for more safety and well being for people in the face of disasters.

Sadok Znaïdi
Secretary-General of the ICDO

THE AMMAN DECLARATION, INSTRUMENT OF THE DEVELOPMENT FOR CIVIL DEFENCE

Convoked on the initiative of ICDO on 3-5 April 1994 in Amman (Jordan), the Xth World Conference on Civil Defence assembled member States and non-members of ICDO, representatives of the United Nations and its specialized agencies as well as intergovernmental and non-governmental bodies. They adopted the Amman Declaration on Civil Defence which constitutes a kind of Charter for ICDO and will determine the broad array of its programs of activities in the coming years.

The conference brought into focus the States' prior responsibilities in the setting up of Civil Defence structures and the fundamental importance of the relevant national services in managing and coordinating emergency measures to combat disasters of every kind.

The Amman Declaration invited the governments to "consider that the very concept and definition of the term Civil Defence figuring in the Additional Protocol I to the Geneva Conventions should be widened beyond armed conflicts". The term should be used, it said, to designate all humanitarian measures aimed at "preserving the populations in their existence, their patrimony and

environment against every type of accident and disaster". This document constitutes a major step towards adoption by the States of a definition of Civil Defence universally recognized and admitted at international level. Furthermore, this point relative to enlarging the concept of Civil Defence (or civil defence) constitutes an invitation to the many States which are party to the Additional Protocol I of the Geneva Conventions, an which have thus recognized the status of Civil Defence, to join ICDO.

In this regard, it is interesting to note that three States, namely the Republic of Armenia, the Republic of Bosnia and Herzegovina and Sudan, became members of ICDO during the conference. This clearly shows the interest the States today attach to the activities of ICDO and the services expected from it by their systems and structures of Civil Defence.

The Declaration of Amman should be seen therefore as an instrument of Civil Defence. ICDO hopes it will be of such a nature as to encourage a greater number of States to unite within ICDO their emergency management measures.

AMMAN DECLARATION ON CIVIL PROTECTION

adopted by the Xth World Conference on Civil Protection

3 - 5 April 1994

Amman, Jordan

We, participants

in the Xth World Conference on Civil Protection

MINDFUL of the recognition of "Civil defence" in international humanitarian law in a world where the increase of the number of disasters and the multiplication of risks constitute a great threat for all mankind,

CONSIDERING that Civil defence encompasses all humanitarian measures with a

view to protecting the population, its environment and its property,

AWARE that not all technological or natural disasters are unavoidable and that progress in the modern world makes them foreseeable to a large extent and allows their mitigation,

RECALLING the decision of the General Assembly of the United Nations to launch a far-reaching global undertaking for the 1990s to save human lives and reduce the impact of natural disasters, as well as Resolution 46/182 which set up the Department of Humanitarian Affairs (DHA) with the mandate of coordinating all emergency assistance and relief,

REAFFIRMING the relevance of Agenda 21 and the Rio Declaration regarding the need for the international community to assist States afflicted by natural disasters and other emergencies likely to produce sudden harmful effects in the environment of those States,

RECALLING the World Health Assembly resolution on Emergency and Humanitarian Relief Operations, which urged Member States to appraise and strengthen the capabilities of their health systems to prepare for emergencies in collaboration with Civil Defence, non-governmental and private organisations,

CONSIDERING that the International Civil Defence Organization (ICDO), created in 1972 as an intergovernmental Organization, has the mandate to promote and develop Civil defence all over the world,

BENEFITING from the constructive debate and exchange of views during this world conference, on the basis of the official information documents submitted by ICDO to the various technical sessions,

1. EMPHASIZE THAT:

a) in the management of all emergency measures, priority should be given to dealing with prevention, and preparedness measures which are of primary importance in reducing the impact of disasters and the need for relief assistance.

b) civil defence responsibility belongs to the States, and risks and consequences of disasters are not limited by national borders, and their prevention depends largely on international cooperation.

2. CALL ON GOVERNMENTS

a) to consider emergency prevention and preparedness as an integral part and an important aspect of development policy and strategies, and hence to integrate them in the socio-economic planning at all in-country levels.

b) to consider that the very concept as well as the definition of "Civil Defence" provided in article 61 of the Additional Protocol I of 8 June 1977 to the Geneva Conventions of 1949 should be enlarged outside armed conflicts and no longer limited only to certain humanitarian tasks in case of disasters in a country in a situation of armed conflict, and to recognise that the concept of civil defence should be understood to encompass all humanitarian activities related to protecting the population, their property and environment against accidents and disasters of all kinds,

c) to review and further strengthen the National civil defence structures in order to enable them to fully play their key role as overall coordinator of national efforts related to preparedness and response efforts,

d) to create in countries which do not have a civil defence Organization, such structures with the help of developed and developing countries through the International Civil Defence Organization.

3. EXPRESS THE WISH that the United Nations Organization

a) better clarifies the roles and responsibilities of its various operational entities in emergency management, in order to avoid duplication among these entities as well as among national authorities,

b) and reinforces its emergency assistance programs so as to strengthen the existing national structures and to avoid duplicating the assistance by creating new channels.

4. ENCOURAGE

a) the international community, as well as all private firms having activities creating risks, to contribute effectively to the promotion of civil defence all over the world,

b) the donor countries to allocate resources from their voluntary contributions to

international humanitarian assistance to civil defence at national and international levels.

CIVIL DEFENCE : SAFEGUARDING LIFE, PROPERTY AND THE ENVIRONMENT

National civil defence organisations have a crucial role to play in the face of disasters, natural and man-made, both as regards prevention and preparedness as well as in case of intervention. Their responsibility is increasingly widespread in all parts of the world given the scope of the threats which they have to face. National civil defence structures increasingly have to act as coordinators of all the partners called upon to intervene in the management of emergency situations. Working in a multisectorial framework, they are the ideal channel for the many and diverse rescue operations aimed at safeguarding life, patrimony and the environment before, during, and after disasters.

It is especially when preparing for emergencies and activating prevention measures, at a time when it has to bring together demographic, social and technical parameters that civil defence must assume this high-command function. The fate of millions of people in many parts of the world is indeed dependent on the soundness of prevention and disaster preparedness plans conceived under the auspices of civil defence services. Inaccurate geological data or a miscalculation of the number of inhabitants in an area prone to natural hazards, for example, may render a rescue plan irrelevant.

In many countries, in the event of emergency situations it is up to the national civil defence organisms to manage and coordinate the action of the different civil and military intervention units, such as the fire brigades, medical services, engineering corps,

police, militia, army and others engaged in rescue operations, and also to channel the assistance which may have been requested from the international community.

Thus, because of the nature and scope of their role, national civil defence structures do not have a monopoly in any type of situation in the matter of prevention, preparation or intervention. Neither is it their vocation to specialise in any particular discipline. Multifunctional and taking many forms, they constitute for States a leading management tool intended to confront risks and disasters in the best possible conditions.

In inviting Governments to consider that the term "civil defence" should be used to designate all humanitarian measures aimed at safeguarding populations, their patrimony, and their environment against accidents and disasters of every nature, the Universal Declaration on Civil Defence adopted in Amman (Jordan) in 1994, at the conclusion of the Xth World Conference on Civil defence stressed the unique and capital role played by national civil defence services.

This Declaration calls upon Governments to further strengthen national civil defence structures so as enable them to fully play their coordinating role vis-à-vis those national partners able to intervene in the fight against disasters and to create, where they do not exist, the necessary structures through the ICDO and with the assistance of countries where they are already established.

THE BEIJING DECLARATION: A MAJOR LANDMARK IN THE DEVELOPMENT OF CIVIL DEFENCE

The 11th World Conference on Civil Defence held in Beijing at the end of October 1998 and attended by delegates of some 80 States and organisations ended with the adoption of a declaration which is of great importance to civil defence in general and the ICDO in particular.

This Conference accepted the ICDO's proposals for defining a general framework for the world development of civil defence as regards both the establishment and strengthening of national structures and international co-operation in civil defence matters and also doctrine and law.

The sole objective of these proposals, which are not compulsory for States, is to promote and facilitate all measures intended to ensure protection and assistance to all in the face of disasters. To this end, the ICDO intends, within the framework of the programmes which it implements for the benefit of its Member States, and, in particular, its training programmes, to rely to a large extent on the document dealing with the development of national civil defence structures

As to international co-operation, the ICDO will consult all States with regard to the framework convention on mutual assistance in matters of civil defence which is, as a model, an integral part of the "World Action Plan for the development of civil defence". The ICDO hopes that at the end of this consultation procedure, which will allow States to put forward their views on this document, an international meeting would be convened to finalise and sign this convention. States are invited meanwhile to base themselves on this document in any existing co-operative relationship which they entertain or would wish to entertain with other States on a bilateral or multilateral basis.

Much remains to be done at the international level on standardising the management of emergency situations. Each major disaster unfortunately shows the need for further efforts in this respect. In this context, the ICDO can be the catalyst of the will of States to consult with each other to establish and implement common procedures for the management of emergencies which should facilitate international emergency operations in case of grave disasters affecting one or several States at the same time.

The ICDO is particularly heartened by the adoption at the Conference of the Fundamental Principles of civil defence submitted to it. It was indeed becoming urgent to define, regardless of the legal, administrative and economic differences which regulate them, the criteria around which the different national structures of civil defence and of protection of the populations from disasters must be set. The ICDO's ambition is to become the federation of all national civil defence services and, by being so, to enable them to achieve in common objectives which would probably be unattainable individually. These principles are simple and can be accepted and recognised by all, so that the ICDO, hopes that, as in the case of the Red Cross and Red Crescent, they will allow the action of national Civil defence services to be guided and inspired by them.

Finally, the fact that civil defence is an integral part of International Humanitarian Law (IHL) could not be ignored. The ICDO thus had the honour, on the occasion of the 26th International Conference of the Red Cross and Red Crescent (Geneva, 1995) to be associated with the efforts of the International Committee of the Red Cross (ICRC) in its mission of promoting and disseminating the rules of IHL relating to Civil defence. This is why the "World Action Plan" devotes a chapter to this matter. The ICDO for its part will continue to work for a better knowledge

and recognition by States of the protected status of Civil defence.

The Beijing Declaration should thus be a landmark in the development of civil defence. This Declaration is, moreover, an explicit invitation to States benefiting from important civil defence services to draw closer to less favoured States.

The ICDO is fully prepared to act as an intermediary and to facilitate contacts between national civil defence structures.

The ICDO is an organisation open to all States without distinction; its only ambition is to be at their service. This is why, the Secretary-General invites all those States who are not yet Members to adhere to it. They will be welcomed within the Organisation in a spirit of fraternity.

BEIJING DECLARATION
adopted by the 11th World Conference on Civil Defence
26-28 October 1998
Beijing, People's Republic of China

Protection and assistance for all in the face of disasters in the XXIst century
World Action Plan for the Development of Civil Defence

We, the Participants
in the 11th World Conference on Civil Defence,

CONSIDERING that:

- protection and assistance in the face of all kinds of disasters, natural and man-made are fundamental human rights as are those of life and health;
- the creation of national civil defence structures which in the first instance is the responsibility of States meets this need;
- at the dawn of the 21st century, given the increase in the frequency of disasters and the number of their victims, civil defence is increasingly called upon;
- the creation, development and strengthening of these structures are more than ever worthy of unequivocal support and encouragement;

RECALLING the resolutions in the field of disaster management of the United Nations General Assembly, and particularly Resolution 2034 calling on Governments to establish an appropriate planning and executive body with a view to coordinating the management of relief operations.

Having examined the proposals of the International Civil Defence Organisation (ICDO) aimed at formulating a basic civil defence doctrine, as well as the proposals

made by representatives of States, organisations and other entities concerned by this question:

- 1. REAFFIRM** the absolute necessity to ensure protection and assistance to all in the face of disasters;
- 2. STRESS** that civil defence structures, working in a multi-sectorial framework are the most appropriate management bodies for the many and diverse operations to save lives, property and the environment, before, during and after disasters;
- 3. EMPHASIZE** the need to include prevention as an essential component in development policies and plans;
- 4. STRESS** the importance of developing and strengthening international cooperation in the field of disaster management and civil defence in general; in this regard, States which excel in expertise, resources and technology should assist those from developing countries to build civil defence structures for effective protection of the population;

5. HAVE ADOPTED a World Action Plan for the development of civil defence structures which proposes:

- a basic doctrine relating to national civil defence structures,
- a framework convention for international cooperation and mutual assistance,
- an appeal in favour of the standardisation of management procedures in emergency situations,
- Fundamental Principles of Civil Defence based on values which could be universally recognised and accepted,
- a plan of promotion and dissemination of International Humanitarian Law relating to civil defence;

6. COMMIT OURSELVES to promoting this plan amongst States and national and international, governmental and non-governmental organisations concerned;

7. CALL UPON all States, and in particular those most vulnerable to both man-made and natural disasters, to refer to the World Action Plan for the development of civil defence in their efforts to develop or strengthen their national civil defence services;

8. and UNDERLINE the role of ICDO as the organisation federating national civil defence services and as a policy-maker in the field of protection of populations in the face of natural and man-made disasters.

GUIDELINES FOR THE DEVELOPMENT OF CIVIL DEFENCE STRUCTURES

1. Introduction

In accordance with its Constitution, it is incumbent upon the ICDO to provide technical assistance to Governments of Member States in order to contribute to the development of civil defence at the national level.

To this end, the ICDO outlines in this document the main principles and lines of action which should govern the creation and development of civil defence structures.

2. Responsibilities of the State in the face of disasters

The potential dangers facing States and populations require all levels of political authority (national, regional, local) to create a civil defence concept whose cornerstone is the establishment of an adequate system. This is a matter of political responsibility which has its foundation in the very notion of the State: organising the community and providing certain of its individuals' vital needs, amongst which the safeguard of lives, property and the environment rank first.

The development of this concept must be made by the State according to the:

2.1 Principle of legality

Respect of the State's legal legitimacy requires that plans for the prevention of disasters and the lessening of their consequences be established in accordance with national and supranational legislation. This presupposes the existence of internal laws and regulations that take into consideration the hazards with which the country may be faced. The application of this principle of legality is of prime importance as in its absence the only possible course of action is to react according to need, implementing emergency measures imposed by an extraordinary situation, by virtue of the law of necessity and according to need, with the intention of protecting the population and institutions.

3. The State's strategy

The State's strategy for preventing disasters and lessening their effect consists of establishing a system for protecting the population, property and the environment which is based on an evaluation of the hazards and dangers threatening the country.

It is indeed essential that the State's plan of action be founded on a systematic and periodic evaluation of the risks involved.

This system is built around the following elements:

3.1 Prevention

The prevention of risks involves .

3.1.1 forecasting based on the knowledge and monitoring of natural or technological circumstances that may cause disasters (meteorological conditions at the origin of floods, drought etc.);

3.1.2 alerting the population by sounding a warning signal pre-agreed by the competent authorities;

3.1.3 risk reduction measures:

3.1.3.1 established measures imposing adherence to administrative and technical rules for the security of persons, property and the protection of the environment;

3.1.3.2 measures regulating urbanisation and allowing land exploitation rights in risk areas to be controlled;

3.1.3.3 protection measures designed to reduce the vulnerability of people and property (earth works);

3.1.3.4 informing the population of the hazards to which the country is exposed and also of the plans established to deal with them;

3.1.3.5 planning the measures to be taken and the means to be used when faced with impending or actual natural or technological disasters includes:

- the establishment of various national, regional and local plans of action;
- general plans for the organisation of assistance and specialised measures providing for direct intervention in different types of disasters, inventorying the resources to be employed, and co-ordinating the various public emergency services called upon to intervene within the framework of the established plans.

3.2 Crisis management

Crisis management includes:

3.2.1 activating the rescue plans by the State's competent national, regional and local authorities;

3.2.2 implementing the rescue plans under the responsibility of the competent authorities.

3.3 Post-crisis management

Post-crisis management includes:

3.3.1 return to normal

3.3.2 feed-back

4. Civil defence: a service of the State intended to co-ordinate the protection of the population

In order to face up to this responsibility, many states have established within their borders various procedures aiming at thwarting the dangers which could threaten the population, vital installations required by the community and property, as well as the environment, and also at saving lives.

These procedures are administered by bodies which can have different names: civil safety, civil protection, civil defence, disaster or major risks prevention and fire fighting service, etc.

It must be borne in mind within this context that in 1965, the 20th session of the United Nations General Assembly called on "governments to establish an appropriate planning and executive body, best suited to their particular circumstances with a view to defining the scope and nature of the necessary assistance and centralising the management of relief operations" (Resolution 2034).

Further, another resolution of the General Assembly (No.3362) subsequently reminded the international community of its duties in terms of civil defence.

The creation by the State of a body responsible for applying this strategy must adhere to the following principles:

4.1 Principle of subsidiarity

This central principle states that the measures put in place to protect the population, property and the environment should correspond on a national, regional and local level to the specific competencies and means available to the agencies responsible for their application.

4.2 Principle of co-ordination

The management of safety measures (prevention, crisis and post-crisis management) is co-ordinated by an ad hoc body endowed with public powers under the

aegis of the State. This is normally the civil defence Service.

In fact, civil defence is a co-ordinating organ. Operating in a multi-sector context, it is the ideal management tool for the multiple and divers operations aiming at the safeguard of life, property and the environment.

In that capacity, it is up to it to co-ordinate the action of the various State bodies concerned by the prevention of disasters and the lessening of their consequences (public health services, police, defence, agencies responsible for protection of the environment, of energy, etc.) which may belong to various ministries (interior, health, environment, education, defence, etc.).

5. The role of civil defence

Considering the strategy to be adopted, it would appear that the broad characteristics of the organisms created or designated by the State to protect populations are as follows:

5.1 A vehicle for reflection

Civil defence is above all a vehicle for reflection responsible for anticipating and preparing for disasters, formulating strategies and developing feed-back based on experience, etc.

5.2 An advisory organ

Civil defence also has an advisory role which it performs as technical adviser to the State in disaster management matters. Civil defence must put pressure on the government to integrate disaster prevention and preparation measures in its long-term economic and social development policies and to ensure that budget allocations for these activities are granted despite the financial constraints affecting most States. Moreover, civil defence must argue for priority to be given to prevention and preparation measures which may reduce the incidence and consequences of disasters as well as the recourse to assistance and rehabilitation measures.

6. Fields of action of civil defence

Given the role of civil defence organisations, their co-ordinating activities will cover the following areas:

6.1 Information and training

Informing and training populations on the dangers and risks, on the way to prevent and prepare for them and on the established plans of action;

Training civil defence managers and personnel.

6.2 Warning of the imminence or occurrence of a disaster

Installing and managing an alarm centre coupled with a disaster forecast and detection system enabling population protection measures to be taken without delay.

6.3 Protection of and assistance to the population

In case of an imminent or actual disaster, it is necessary to safeguard the population, in particular by taking evacuation and confinement measures and maintaining the continuity of its daily life and survival by providing food, sanitary and medical assistance.

6.4 Assistance in disaster situations

Rescue, food, sanitary and emergency medical assistance, providing shelter to victims and survivors.

6.5 Rehabilitation

Repairing the infrastructure necessary for maintaining living conditions (reconstruction, decontamination, mine clearance, etc.).

7. Different civil defence structures

It is up to the State to define the structure of the civil defence organ to be established, taking into consideration, in accordance with the principles of subsidiarity and co-ordination, the means already existing. Consequently, civil defence structures can take different forms: in certain countries it is a ministry; in others it is a legal entity administered by representatives of the State and of the economic and social groups concerned; in others still, it is an inter-ministerial co-ordination office; etc.

Furthermore, civil defence structures can have very variable human and material resources: from one extreme to another, it may thus have its own operational means or simply co-ordinate those made available to it by other

state agencies. The variations are endless and each State shall decide which suits it best considering its own political and administrative characteristics.

8. Developing civil defence structures

Taking into account the aforesaid population, property and environment protection programmes, the development of national civil defence structures should adhere to the following blueprint, subject to the necessary response to an emergency situation with existing means:

- 8.1 Analysis of risks and dangers.
- 8.2 Definition of priorities.
- 8.3 Inventory of means available.

8.4 Definition by the State of the matters for which the various agencies involved in safeguarding the population, property and the environment are responsible.

8.5 Establishment of the terms of reference and powers of the civil defence bodies.

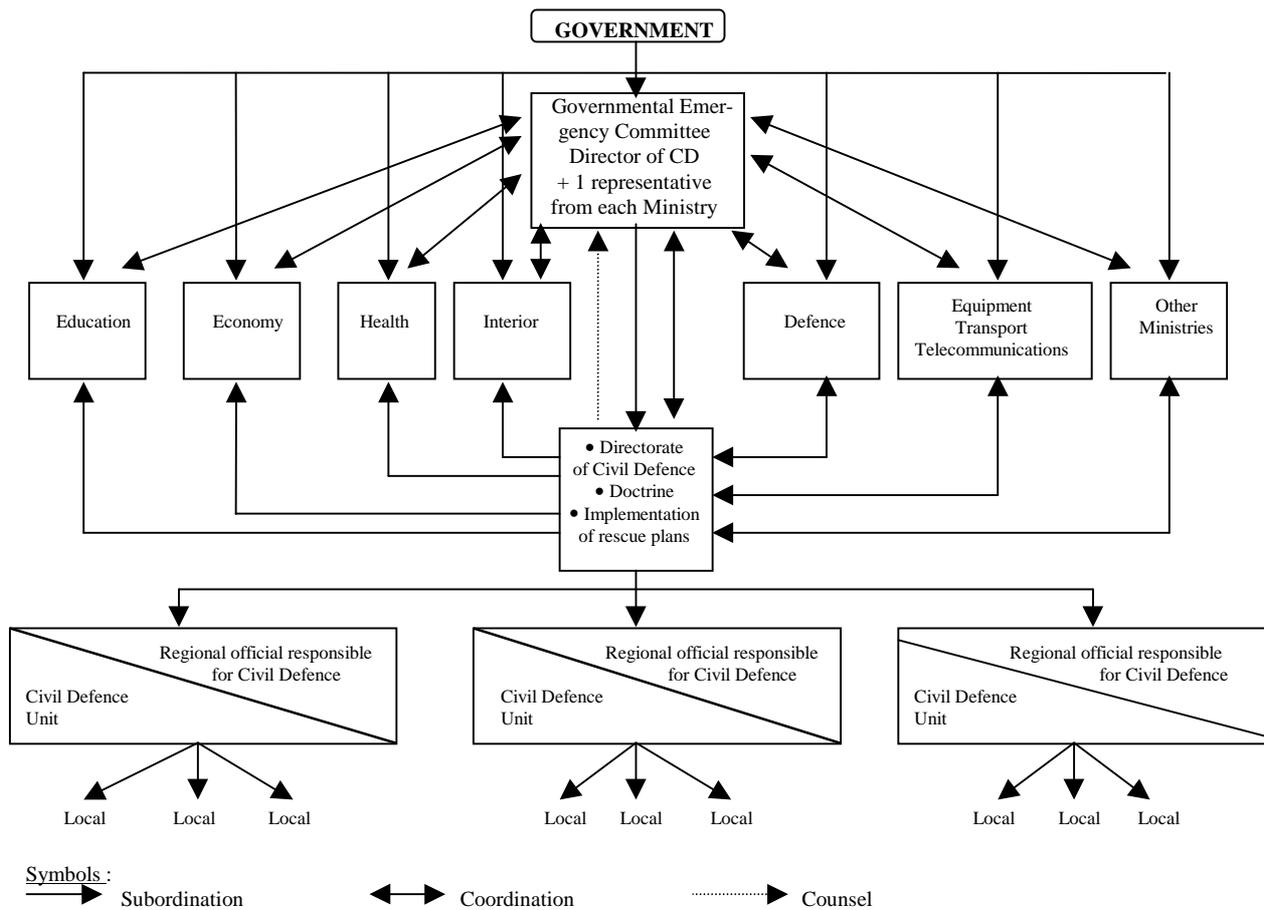
8.6 Creation or strengthening of the civil defence agency.

9. Conclusion

These guidelines should allow every State and particularly those that do not have such an ad hoc administrative service to establish their own programmes to create or strengthen civil defence structures along simple, universal and proven lines based on the positive experiences of many countries.

CIVIL DEFENCE STRUCTURES :
SUGGESTED ORGANISATION CHART

Annex 1



Annex 2**NATIONAL ORGANISATION AND RESCUE PLANS**

National organisation and rescue plans in case of disasters are the tools which enable the authorities to foresee, co-ordinate and implement the various protection and assistance operations undertaken by State services and, in some instances, by the private sector, to safeguard life, property and the environment.

Organising assistance involves two planning phases:

1. Preventive planning for assistance

Preventive planning aims at perfecting the organisation and effectiveness of services in charge of civil defence. It involves a rational and precise analysis of the needs and means so as to match these to the reality of the risks. To this end, it must:

- identify risks of whatever nature (natural or due to man; ordinary or exceptional) at the local, regional or national level;
- establish an inventory of existing and available human and material resources required to face those risks;
- examine previous rescue operations to determine how best to use these resources through the setting up of programmes for equipment, recruitment, training and establishment of civil defence units.

2. Planning for crises

Crisis management requires a rapid and appropriate response to allow civil defence services to fulfil efficiently their mission of safeguarding population, property and the environment. For this, it is important that each State develops its own assistance plan covering any exceptional situation at the local and the national levels. Such planning must identify a series of active measures against disasters and their consequences and must for this lay down objectives for:

- protecting and assisting the population: food, medical and sanitary (public hygiene) aid, evacuation and provision of shelter to victims and survivors;

- protecting property and the environment (hospitals, road and rail networks, forests, etc.).

Such assistance plans may be general or specific and must be activated by a previously nominated competent authority:

2.1 General plans for organising assistance

These aim at

- setting up an assistance committee co-ordinated by the body responsible for safeguarding from disasters populations, property and the environment (civil defence for example) which brings together representatives from:
 - all state agencies concerned, including the ministries of interior, health, transport and communications, energy, economy, etc.;
 - all private entities concerned (non-governmental organisations, private clinics, etc.).

Depending on the political and administrative structures of each State, this assistance committee is placed under the authority of the ministry most involved in the protection of populations, property and the environment.

- compiling a directory listing public and private means and the conditions for their use:
 - inventory of material resources: hospitals, medical and sanitary equipment, accommodation centres, food stocks and vital necessities such as blankets, clothes, etc.;
 - inventory of human resources: the various authorities, services or entities or personnel likely to be called upon in case of disasters (telephone numbers of the persons responsible for those services or entities).

2.2 Specific plans for organising assistance

As a complement to general plans, specific plans for organising assistance aim at:

- organising assistance for specific risks. These plans must be specially adapted to the nature of the risk or of the installation concerned and must be revised should these risks or scientific knowledge change;
- establishing strategies for the operations to be undertaken by civil defence

services and perfecting measures for informing and protecting populations (alert situations, evacuation, etc.).

Co-ordination of assistance is ensured by an assistance committee under the authority of the responsible ministry.

If the scope of the disaster is such that the specific organisation plan is insufficient, the general plan can be activated at the same time.

Annex 3

INTEGRATION OF DISASTER PREVENTION MEASURES IN LONG-TERM NATIONAL SOCIO-ECONOMIC DEVELOPMENT POLICIES

1. Importance of prevention

The prevention of dangers and risks is the first step in the State's strategy for protecting populations from natural or man-made disasters, the other two steps being crisis management and post-crisis management.

Prevention has a major role within the structures established by the State for protecting populations, this to the extent that it enables:

- the occurrence of accidents and disasters to be limited;
 - their consequences to be lessened when they do occur;
- and therefore to limit the number of victims and damage to property and the environment as well as the rehabilitation operations which follow disasters.

2. Integrating prevention in long-term development policies

Prevention of disasters, which involves

various measures (forecasting disasters, alert, protection and assistance, rehabilitation), must be the object of a continuous planning and decision-making process taking all sectors into account since the effectiveness of disaster prevention depends on reliable co-ordination and a valid combination of these measures.

They must therefore be closely integrated in the long term socio-economic development policies, and since responsibility for population protection falls to the government it is for it to ensure this integration.

National civil defence bodies have a role to play in this respect:

- it is above all they who must argue in favour of prevention with the bodies concerned amongst which political and economic decision-makers figure prominently;
- they must also develop within the population a prevention culture through training and information campaigns.

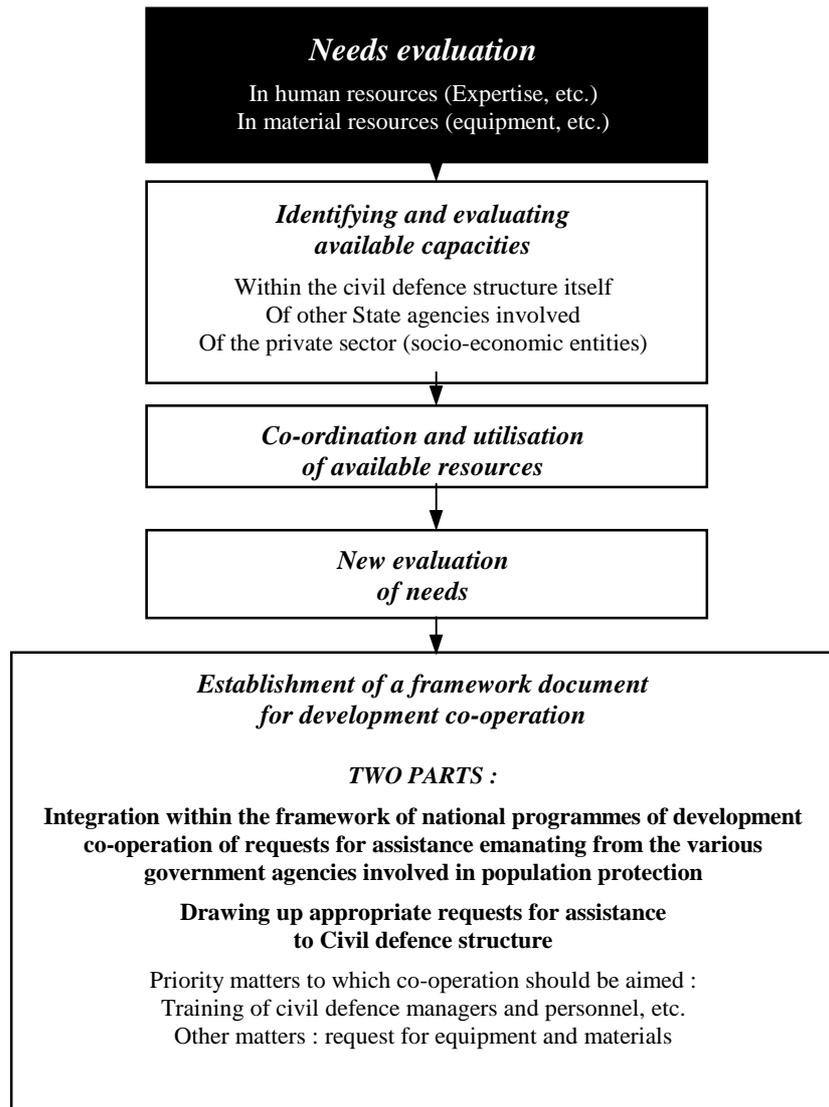
Annex 4

PLAN FOR OBTAINING ASSISTANCE FOR DEVELOPING CIVIL DEFENCE STRUCTURES

Many Civil defence structures need external assistance in order to develop and fulfil their mission.

The plan suggested below should enable those States wishing to create or strengthen

their civil defence structures to draw up their basic documents for development co-operation.



CIVIL DEFENCE A TOOL FOR SUSTAINABLE DEVELOPMENT

As we enter this new Millenium, it is little comfort to acknowledge that the Planet Earth has not seen the end of those plagues that disasters and armed conflicts are, nor indeed of the problems of development which, one would have thought, would have been settled for good in all countries of the world, some decades after the end of the Second World War.

Unfortunately, humanitarianism and development are concepts of lasting actuality for which it is proper to always plead yet again. Humanitarianism and development go together in fact, but are they not contradictory ? Rather than being seen as opposites, should they not be seen as a binomial reflecting the duality of human societies which swing in turn between good and bad, capable of the best as well as the

worst ? A binomial which would also reflect the duality of earth itself, at the same time source of life and instrument of death when the elements - air, earth, fire and water - rage.

Civil Defence is also a binome, conceived by the human being to face up to his own duality and that of his environment. In fact, Civil Defence is a humanitarian tool when the state must meet emergency situations, be they natural, technological or conflict situations. It is then that Civil Defence plays its role of « Good Samaritan », relieving sufferings and bringing comfort. In these situations, Civil Defence gives its best, one would be tempted to say : it succours, it saves, it assists victims and the most vulnerable.

This aspect of its activity must not however overshadow another important component of its mandate which comprises the rehabilitation work after emergency periods, the evaluation of the experience gained (post-crisis management) and especially all the preventive actions for facing emergency situations, such as forecasting dangers, alerting the population, risk reduction measures and the establishment of national organisation and rescue plans. This other aspect of its activities is the development work which Civil Defence undertakes within human societies. In this respect, Civil Defence thus contributes to the well-being of populations and reinforces the capacity of States to ensure the optimal development of society. It can then be said, in the proper meaning of the term, that Civil Defence protects.

This aspect of its work, though less spectacular and therefore less known, is not less important : it is even fundamental. It is time that Civil Defence be regarded, by States, but also by all providers of funds for development at the international level, as a real actor for sustainable development and as a component of this development.

Certainly, the majority of States acknowledges the value of Civil Defence in terms of development. But it must be recognised however that many donors in the international community remain to be

convinced of the need to reinforce Civil Defence systems, particularly in the poorest countries and in those most at risk from disasters which most often fall within the category of countries rightly known as « developing ».

It should be added in this context that reinforcing Civil Defence structures should not only concern their capacity to respond to emergency situations, or indeed their humanitarian capacities, but in the first instance their capacity to prevent emergency situations.

Major efforts remain to be undertaken in this field since there is no question of choosing between protecting and assisting, between preventing and rescuing. The binome, Civil Defence, must be given all the means necessary to fulfil its mission. The hurdle is certainly placed high, but why should it not be even ? Certainly, at the level of both States and organisations, the means are limited and tend to become even more so. But reason must be seen : without Civil Defence no sustainable development.

As the international federating organ of Civil Defence structures, the ICDO has important responsibilities to assume in this matter. It must contribute to the emergence of a global vision of disaster situations : emergency and development must be approached together and Civil Defence is the means which should enable to satisfy both the needs arising from emergencies and the long term aspirations of society for well being and security. Civil Defence will be at the cross-roads of humanitarianism and development and this is an excellent thing. Its capacity to succour and to save and at the same time, its capacity to protect and to contribute to the sustainable development of societies must be maintained and strengthened in parallel. The ICDO is firmly committed to this and will continue to plead in favour of the establishment and implementation of a worldwide concept of Protection and Assistance for all in the 21st Century.

THE CHALLENGES FOR CIVIL DEFENCE IN THE FACE OF GLOBALISATION

When observing what is happening in the world it is noticeable that in the North and South, in the East and West there is a constant increase in flows of all kinds. Flows of people, of ideas and knowledge, and of material goods. This proliferation of movement is mainly due to the major developments which have marked the 20th Century: scientific and technical discoveries, the development of means of communication and transport have been and still are the basis of a redefinition of the way in which we face political, economic and social questions. The era of the global village suggested at the beginning of the 1960s by the American communications philosopher, Marshall Mac Luan has arrived. It is globalisation.

The earth is a small planet which orbits around the sun, victim since time immemorial of natural changes that we describe as disasters, and which today is home to seven billion people, who love and hate, show solidarity and selfishness, express themselves in thousands of different idioms and communicate through the INTERNET.

These billions of human beings have ever increasing and pressing needs. Quality of life tops the list. In all the countries of the world, whatever the culture or environment, everyone is demanding certain basic requirements: access to health care, education and knowledge, but also to consumer goods. Another need deserves attention, that of security: preventing risks and dangers, both natural and linked to man's activities, the mitigation of natural and technological disasters through emergency rescue and rehabilitation missions are unavoidable factors in what is known as sustainable development.

Hopes and fears

Expressed by greater interdependence and integration between human societies, globalisation is providing us with new

perspectives, as a result of the exchange and sharing of intellectual and material resources. Globalisation carries many hopes of building a better, more gratifying and safer environment for human beings.

However, globalisation does not only have positive effects. Despite the progress made inequalities still exist and are growing. The poor of fifty years ago have not become rich as was expected and are, on the contrary, ever poorer. The rift between the North and South is still all too real. Development for all, a global goal established following the Second World War, has not been attained and the debt of those countries which have not managed to develop economically is even greater. In 1960 the population of the richest countries, that is 20% of the world population, had an income 30 times higher than that of the poorest fifth. In 1995 this ratio has grown to 82. On the road to globalisation the weak and the destitute have been left by the wayside.

What should specifically be remembered on the subject of the negative effects of globalisation are the perverse effects of progress.

Human beings are ever more numerous and the rampant demography leads to more and more concentration of people in the poor urban communities that are the shantytowns and suburbs of megalopolis. In these places, where pollution, insalubrity and insecurity are rife, infectious diseases and epidemics will continue to claim numerous victims, especially in developing countries. Hunger, a problem which it had been thought would be easy to solve, thanks to the great progress made in the fields of agriculture and the agro-industry, is reappearing in many parts of the globe, particularly in Africa. Finally, violence is developing. Be it armed conflict, terrorism, or criminality, the number of victims is constantly increasing; genocide, torture and other breaches of human rights are incalculable.

On another level, through the transformation processes of raw materials into finished products, progress has facilitated the unrestrained exploitation and consumption of natural resources. Industrialisation has led to serious environmental pollution and changes to the biosphere. Technological accidents, whether oil spills, or radio-active pollution such as that which followed the accident in the Chernobyl nuclear power station in the Ukraine in 1986, which caused thousands of victims and is still affecting the environment today, are more and more numerous and most often due to negligence in the race for profit. Modifications to the biosphere due to pollution - depletion of the ozone layer due to excessive carbon gas emissions, global warming and the creation of new natural phenomenon such El Nino and La Nina which are at the root of the immense damage caused notably by hurricanes and typhoons - make us fear the imminence of major environmental upheavals which will have terrible repercussions on our living conditions. Nobody knows yet if the planet will survive the massive industrialisation, the deforestation, the rising sea levels, and the exploitation of non-renewable resources. What will humanity do in the 21st Century, how will it ensure its survival in these conditions? Nobody knows.

The picture painted by globalisation is, as we can see, at once both full of promises of a wonderful future, where the well being of all is ensured and heavy with the menace of destruction and the death of human civilisations. The phenomena of interdependence and integration induced by globalisation therefore have both positive and negative aspects. In this context it is up to man to use his creativity and common sense to find solutions that will improve his condition but also to show restraint, a commitment to conservation and respect for his environment.

The State: guarantor of security in the face of disasters

In this context what can the national civil defence structures, which are State instruments established to provide protection and assistance for all in the face of natural and man-made disasters, do?

Firstly, it should be noted that these will always be more and more called upon as long as risks and dangers are, as we have seen, constantly increasing and that the ever-greater occurrence of disasters is as predictable as it is unavoidable. It is therefore the duty of States to strengthen them and maximise their capacities. The State is the keystone of society and it is in the first instance its duty to guarantee the well-being and security of populations, and the safeguard of property and the environment. It is the international Community's duty to ensure that States, which are incarnations of the admittedly imperfect order which prevails on this planet and guarantee the stability of our societies, do not fail in their duties and have suitable means to succeed. The national civil defence structures are one of their tools. The International Community must help and assist the weakest States to face their responsibilities.

We hear within different circles of decision-makers that countries, because of globalisation, will gather their forces into regional entities and that national governments will lose some of their autonomy, some of their powers passing to the control of supranational organisations and local authorities. We are also told that the balance of power between the State and various elements of society should change and that governments will intervene less in the provision of services as these will depend more and more on the market and on private initiatives. From this we can conclude that the withdrawal of the State from this sphere of activities, and the support given to local participation and the actions of individuals, will lead to a new division of responsibility in the provision of services, the paid agents of the civil service giving way to non official players.

On the contrary, the State must keep all its prerogatives and abandon nothing to the private sector. The State is the guarantor of society's freedom; it is the guarantor of its well-being and its security since only the State has the duty to offer equitable and impartial services, especially in providing protection and assistance to populations in the face of disasters. Civil society and the private sector do indeed have a role to play in this but they cannot, on the basis of mandates which they themselves both define and grant, provide

answers to all society's needs, or provide the necessary and often very important means to confront all these situations. If civil society and the private sector are perfectly capable of undertaking some work in this field, such as the distribution of food after a disaster, or other humanitarian actions, it is neither in their power, nor within their means, to manage complex technical systems of protection and assistance which are in essence a part of the State infrastructure. Were this the case, market laws would soon lead to economic disparities in services, based first on questions of profitability, thus leaving out the poorest.

It should be remembered that the United Nations General Assembly, under the terms of resolution 2034 which it adopted on 7 December 1965, invited States to put in place an appropriate national planning and intervention system that is best suited to their particular situation in order to define the scope and nature of assistance needed and to centralise the management of disaster rescue operations. This resolution is now more topical than ever.

If States, for whatever reason, do not have the means to give their national civil defence structures the means to accomplish their mission the international community must help them. The international community's efforts in the field of natural disaster prevention, preparedness and intervention must, in the first instance, concentrate on developing the capacity of national civil defence structures. However this is not the case today. The ICDO, which has fought for this since its creation, is sparing no effort to make this message heard and for it to be answered.

In the changing environment, full of opportunities and risks, which is that of globalisation, the challenges for States and their civil defence organisations, are as numerous as they are difficult.

We have seen that the national civil defence structures would always be more in demand in terms of disaster prevention, preparedness and intervention. With respect to this, it is worth stressing a very important point which has not always been given the attention it deserves. During the World

Conference on Civil Defence that took place in Beijing in 1998, the ICDO stated that civil defence is also a body for reflection and advice. It should not be forgotten that civil defence structures should anticipate and foresee disasters, draw up intervention plans and develop the practice of learning from experience. Civil defence must also play its role of adviser to the full. It should act as the State's technical counsellor in the field of risk management. Civil defence must plead with the State in favour of the integration of emergency prevention and preparedness measures in the long-term social and economic development policies, in so far as the budgets needed for these activities must imperatively be taken into account despite the financial constraints facing most countries. Moreover, civil defence must argue for priority to be given to prevention and preparation measures as these are likely to reduce the number and the consequences of disasters as well as the recourse to rescue and rehabilitation operations which are always very expensive.

Civil Defence : an indispensable tool

Civil defence is a coordinating body whose mission within the State is to provide protection and assistance for all. It works in a multi-sectorial framework and as such it should coordinate the actions of the different State bodies concerned with disaster prevention and mitigation. Civil defence must therefore have a global and forward-looking vision of the situations in which it may be called to intervene.

The national civil defence structures must be strong and respected. For this they have to be credible and their work must be recognised. The training of civil defence managers and personnel is the cornerstone of the recognition of these structures. Investments must be made in training because training leads to ever-greater efficiency. Human resources are the greatest asset of civil defence structures. This is why it is important that these assets be safeguarded. States must therefore make the development and strengthening of their civil defence structures one of their most important priorities. Too often State expenditure in this matter is relegated to a secondary level to the

detriment of the people and property that they are to safeguard.

Finally, civil defence is a big family, united by the universal principles of humanity, solidarity, and impartiality. Too often, however, because of terminology, the civil defence, civil defence, civil security, and emergency management structures, whatever their name and the emblem they wear, do not cooperate enough. The objective of their mission – to protect and assist – should unite them and the structural differences found between various countries should not hinder their collaboration. Unfortunately, most of the time these differences are brought to the fore, to the detriment of the real substance of their missions. However, if civil defence is to assume a role, as an actor that cannot be ignored, in sustainable development at the international level it must show its unity, which will be proof of its strength. Civil defence must therefore present a united front. When major disasters occur the international community distributes its assistance through organisations other than those of civil defence because civil defence is not sufficiently structured at the international level and lacks exposure. This must change. The ICDO is working towards this as far as its means allow.

Mutual comprehension and technical progress

After this overview it is appropriate to consider how globalisation can help civil defence to meet its objectives.

Firstly globalisation leads to standardisation and the adoption of norms in all fields, including that of emergency management. Communication can only be established if everyone speaks the same language, uses the same reference points and the same common criteria. From one country to another the diameter of fire hydrant outlets are different, the emergency services telephone numbers are different, rescue procedures are different. This has to change and it will since globalisation requires it to. Standardisation, the adoption of common norms is therefore also an opportunity for civil defence as regards training the general public and raising its awareness of the risks and dangers. The

adoption of common norms will facilitate the work of civil defence as much at the national level as at the international level. In terms of information the development of the INTERNET offers civil defence an opportunity that must be seized. The communication tool of the future, the INTERNET already allows important savings in the cost of communications. Communications on paper will disappear, replaced by electronic communications. Apart from the lower costs its main advantage rests in the speed of information diffusion which happens in real time. Civil defence must make efforts also in this field, to learn to use this new communications tool which could become the primary instrument in the spreading of a culture of disaster prevention at the planetary level.

In the face of the dangers that are threatening us human solidarity should grow stronger. This will be one of the results of globalisation. Disasters are not always limited to the borders of one country and they will be less and less so. Solidarity between States will develop automatically in the future because States will – we can say they already do - understand that it is impossible to fight disasters that affect the whole planet without adopting a global approach to these phenomenon. States will be obliged to cooperate in the fields of disaster prediction, prevention, preparedness and intervention. The lessons learned will be shared at an international level and the obstacles which today still prejudice international cooperation between national civil defence structures will gradually be removed.

We should also highlight another advantage, and not the least, of globalisation: giant steps are being made in terms of technical progress. Civil defence will be able to rely more and more on technology when undertaking its work. Today science can predict certain earthquakes, numerical satellite geographic information systems allow risk zones to be identified, early warning systems for hurricanes, typhoons and other natural disasters caused by climatic conditions make it possible to take early preventive measures, before the disaster occurs. Finally, civil defence can also rely on more and more

efficient equipment when undertaking its mission in all its fields of activity.

In conclusion, we can note that the challenges awaiting civil defence are great. They certainly will not be easy to face. The ICDO for its part will do whatever is in its power to fully meet its target: to be at the

service of national civil defence structures by providing counsel, helping them and arguing their case. This task is not easy but the ICDO will do all it can to contribute to the success of the concept adopted by the Beijing conference in 1998 “Protection and assistance for all in the face of disasters in the 21st century”.

THE ROLE OF THE STATE IN THE FIELD OF PROTECTION AND ASSISTANCE IN CASE OF DISASTERS

Man has at all times been faced with extremely violent natural events which have resulted in heavy losses to the surrounding populations.

Protecting citizens from disasters and accidents was for long the concern of the population itself which, with the support of the religious orders, set up patrols mainly to prevent and fight fires; other disasters were looked upon as inevitable.

Since then, as the notion of the State gradually asserted itself, it has become aware of its responsibilities. The State, much as the family or local unit in the past, has the duty to ensure the safety of its citizens. This leads it notably to protect its population through adequate means from the disasters and risks to which it may be subjected (I).

In the same way, humanity has always shown great solidarity in the face of natural events. The State gradually became concerned about the disasters which occurred first in its neighborhood then at the other end of the world. This concern soon showed itself, notably by offers of international assistance from one State to another on whose territory a disaster had occurred (II).

I. The State and national assistance

That every State bears the responsibility for assisting disaster victims on its territory is accepted by nearly everyone today. “This responsibility for facing disasters is a political

one which has its roots in the very notion of the State: to organise the individuals which make up the community and supply some of their vital needs first amongst which are the safeguard of life, property and the environment”¹.

This obligation, arising from international common law, has, over the last 30 years been repeatedly brought to the attention of States at the United Nations General Assembly.

On the basis of Resolution 2034 (XX) of 7 December 1965, the General Assembly called upon the UN’s Member States to “envisage the possibility of establishing an appropriate national planning and operational system best adapted to their particular situation, with a view to defining the scope and nature of the assistance required and to centralise the management of rescue operations”.

Similarly, on the basis of the full report of the Secretary-General of 13 May 1971 on “Assistance in case of natural disasters” the General Assembly adopted a resolution inviting governments to: “establish forecast plans of dangerous situations with the appropriate assistance of the coordinator of assistance in case of disasters, stock supplies for emergencies, such as tents, blankets, pharmaceutical products and non-perishable food; take the necessary measures for the training of administrative and operational

¹ “World action plan for the development of Civil Defence” ICDO, XIth World Conference on Civil Defence, 1998, Beijing, China.

personnel ; improve their national alarm systems”²

The principle that “it is, in the first instance, incumbent on each State to assist victims of disasters or similar emergency situations”³ has since been constantly reaffirmed.

Faced with this fundamental mission, the State must therefore establish an appropriate structure able to respond as effectively as possible to the needs of the population as regards its security and that of its property. This entails the creation or strengthening of adequate legislation defining this structure’s organisation and tasks.

In this context, and in accordance with its Constitution⁴, the ICDO is actively campaigning for the promotion of national civil defence/civil security/management of emergency by unceasingly reminding States, notably through the Beijing Declaration adopted during the 11th World Conference on Civil defence, of their duties as regards disasters⁵.

This effort which the State must make as regards risk management must relate in particular to the topics presented briefly below:

1. Prevention

It is not pointless to insist on the importance for States to develop the preventive aspect, given the increasing cost of disasters: prevention’s aim is to avoid the occurrence of a disaster and to limit its consequences to the extent possible.

Prevention requires an analysis of the dangers and risks to which a country is

subject. This must lead the State to adopt regulations destined to suppress or at the very least to reduce the probability of a certain risk occurring, by, for example, limiting the number of buildings in areas exposed to natural risks or setting up security areas around dangerous installations. It is also means taking into account seismic risks when establishing building regulations.

Besides these “passive measures” and since zero risk does not exist, it is also necessary to prevent crises by establishing in advance a rescue organisation adapted to the reality of risks. This anticipation of risks through planning is a fundamental factor in their control. Be they general or specific, rescue plans make it possible to avoid hazardous interventions and pragmatic or empiric measures necessitated by an exceptional situation.

2. Forecasting

Forecasting risks aims at measuring the probability of a risk occurring so as to inform and alert the population.

Apart from earthquakes and certain volcanic eruptions, forecasting is based on ever more reliable methods. Meteorology has become indispensable to-day in the fight against forest fires, the forecast of tempests and cyclones, of floods, etc.,

As for technological risks, forecasting enables the consequences these could have on the population residing in the geographic zone in question to be foreseen.

3. Crisis management

Crisis management requires a rapid and appropriate response to disaster. Rescue should be organised through prior planning.

Crisis management therefore involves a command structure and a sharing of responsibilities between the various protagonists. In view indeed of the increasing number of actors likely to be more or less closely involved in the disaster, (firemen, civil defence services, private sector, those called up, volunteers, international teams) only a

² Resolution 2816 (XXVI) of 14 December 1971.

³ Resolution 43/131 of 8 December 1988.

⁴ Art.2 (b) “ to encourage the establishment and development of a Civil Defence organisation in countries where such an organisation does not exist, in particular in developing countries, and to assist countries, upon their request, in establishing and developing organisations for protection and rescue of the populations and property ”.

⁵ “Considering that the creation of national civil defence structures, the responsibility of which is incumbent upon States in the first instance...” 11th World Conference on Civil Defence, as above.

command unit is capable of ensuring the utmost efficiency of rescue operations.

4. Post-crisis

After a disaster, and in view of the population's disarray, the State must promote post-crisis reconstruction and rehabilitation of the disaster area. It must also, in collaboration with local authorities, assist and ensure moral and material support to the victims (psychological follow up, compensation, etc.).

Finally, the post-crisis stage is an opportunity for those who have played a part in fighting the disaster to organise a debriefing so as to identify the positive and the negative aspects of the rescue operation. The conclusions must lead to an improvement in the dysfunction which may have thus been identified in matters of prevention, forecasting, and in the organisation of rescue, and must incite the State to bring about the necessary modifications through its civil defence/civil security/management of emergency structures.

5. Informing the population

Informing the population of the dangers to which it is exposed is an important element of prevention and a duty of the State.

The "Right to information" of the citizen is recognised by the authorities concerned who publish information material which can be consulted by the public and design posters about the security instructions it should obey in case of disasters. The local level, which holds the role of initiator in the matter, is best placed to organise, with the support of the State, the modalities of information of the population.

Finally the distribution of pamphlets aiming at rendering the public, and notably children, aware of risk prevention must be encouraged⁶. The teaching of risk prevention at school will make for an early awareness of future generations of the risks to which they may be subjected.

⁶ At ICDO's initiative, the theme of Civil Defence World Day in 1999 was: "Civil Defence at school".

Long neglected for fear of needlessly alarming the population, information is to-day a major element of risk management and must be encouraged at all levels⁷.

6. Training

Sound basic training and on-going training of rescue teams is the best guarantee of highly effective crisis management. To this end, the establishment of a training centre or a national school for firemen, for civil defence personnel or others is a prime requirement for ensuring standardised training at the national level.

The State's responsibility for training may be complemented by bilateral collaboration with other States⁸, or with an international organisation such as the ICDO which is most active in this field, be it in its Regional Training Centres or in Switzerland⁹.

The State is thus responsible for the rescue of, and assistance to, the population. But what if the State concerned faces great difficulties in assuming this responsibility?

Only an external assistance, requested or offered, can then support the efforts made by the State to control the consequences of the disaster.

II. The State and International assistance

Is there, together with the international obligation falling on States to assist victims of disasters occurring on their territory, ("international obligation of national assistance") an "obligation of international

⁷ For example at the international level with, notably the 1998 campaign of the International Decade for the Prevention of Natural Disasters (IDNDR): « Prevention starts with information ».

⁸ For example training of foreign rescue teams at the Ecole nationale supérieure des officiers de sapeurs-pompier (Higher national school for fireman officer) at Nainville-les-Roches, France.

⁹ Moreover, as per the agreement of 1989 between the ICDO and the United Nations Organisation (UNDRO now renamed OCHA), the ICDO is responsible for training managers, instructors and national civil defence services personnel at the international level.

assistance”¹⁰? In other words is there a general obligation for each State to assist?

To date, the answer can only be negative. “The operation of international solidarity responds certainly to moral obligations but not to legal ones”¹¹. The only obligation of States to assist arises from bilateral or multilateral mutual assistance agreements between neighboring States. These agreements lay down in advance the nature and type of assistance to be provided by the solicited State to the beneficiary State. Apart from these agreements, there exists no general obligation of international assistance by States, despite various attempts to draft an international legal instrument of general scope to regulate this type of activity.

Certainly there exist agreements on the activities of the specialised agencies of the United Nations, or concerning specific questions such as accelerated customs formalities or facilities for assistance sent by air, but on the other hand there is no framework for all aspects of an assistance operation.

As for the ICDO, it has drafted a framework Convention on civil defence assistance, (adopted by the 11th World Conference on Civil Defence, mentioned above) whose final text was adopted on 22 May 2000, in Geneva, with the aim of defining the general principles which must govern all assistance actions and whose modalities will be decided later by way of agreements. This framework convention highlights the primordial role of the State as regards assistance to disaster victims and the solidarity of the civil defence services of all signatory states in assisting victims. The object of this convention is to encourage assistance in all matters covered by civil defence (prevention,

forecasting, preparation, intervention, post-crisis management...) and to overcome the differences in conception and organisation which may hinder international cooperation in this field. In this regard, the framework convention invites States to respect the guiding principles (see art. 3) which rule all international cooperation in the field of disaster assistance.

The expressed will is to apply at the international level the fundamental principles which govern the organisation of assistance at the national level, the first of which is, notably, the speedy intervention of rescue teams.

Indeed, it is only planning, or at least “previous understanding” between States established before the disaster, which can meet this imperative for speedy reaction in the sending of international rescue teams.

¹⁰The two expressions “international obligation of national assistance” and “obligation of international assistance” are used by M. J.M. Thouvenin, Maître de conférence (senior lecturer) at the University of Maine and at the I.E.P. in Paris, in his article “L’internationalisation des secours en cas de catastrophe naturelle” (The internationalisation of assistance in case of natural disasters). *Revue générale de droit international public*, 1998-2.

¹¹ Article by M. Thouvenin quoted above.

GENEVA DECLARATION

Ministerial conference

« *Civil Defence : a tool for sustainable development* »

Geneva

30 October - 1st November 2000

We,

*Ministers and Directors-General responsible for Civil defence,
Civil Defence, Civil Safety and Emergency Management,
meeting on the occasion of the Ministerial Conference
“Civil Defence, a tool for sustainable development”
convened by the International Civil Defence Organisation (ICDO),
in Geneva from 30 October to 1 November 2000,*

CONSIDERING that the structures of national Civil defence, Civil Defence, Civil Safety and Emergency Management are the tools which States have given themselves to implement their sustainable development policies in the face of disasters and accidents,

CONSIDERING that investing in the development and reinforcement of national Civil defence, Civil Defence, Civil Safety and Emergency Management structures are essential for the successful accomplishment of their mission, namely to ensure protection and assistance to populations and safeguard property and the environment from disasters and other emergency situations,

RECOGNISING the major role in the field of humanitarian assistance and the sustainable development of human societies of the United Nations system, of the International Movement of the Red Cross and Red Crescent, and of the non-governmental organisations concerned by natural and man-made disasters in the field of humanitarian assistance as well as in the field of sustainable development of our human societies,

RECOGNISING the major role played by the International Civil Defence Organisation (ICDO) in the development and reinforcement of national Civil Protection, Civil Defence, Civil Safety and Emergency Management structures as an intergovernmental organisation federating these structures and collaborating with the United Nations' system

in matters of disaster prevention, preparedness and intervention,

1. INVITE the International Community to concentrate its efforts as regards disaster and accident prevention, preparedness and intervention in the first instance on the development and reinforcement of the capacities of national Civil Protection, Civil Defence, Civil Safety and Emergency Management so as to make them more effective,

2. SUPPORT the ICDO plan of financing relating to the development and reinforcement of the capacities of national Civil Protection, Civil Defence, Civil Safety and Emergency Management structures, invite the ICDO to contact the different bodies able to finance it and specially those in charge of sustainable development in the international community, and extend to it our full and entire support for all the steps which will be taken in this respect,

3. DECIDE to intensify, through the ICDO, the co-operation between national Civil Protection, Civil Defence, Civil Safety and Emergency Management structures as regards disasters and other emergency situations prevention, preparedness and intervention,

4. EXPRESS the major concern of the accession of the ICDO to the status of United Nations' Specialised Agency so as to reinforce at the institutional level the existing synergies

and to develop new ones to the extent, in particular that the ICDO works in conjunction with several bodies of the United Nations system such as the Office of the Coordinator for Humanitarian Affairs (OCHA), the International Strategy for Disaster Reduction (ISDR), the World Health Organisation (WHO), and the Joint United Nations Programme on HIV/AIDS (UN/AIDS), or the United Nations Institute for Training and Research (UNITAR),

5. REQUEST to this end the ICDO Secretary General to approach the UN Secretary general in order to take all necessary steps and urge all States to support this question,

6. and INVITE the UN Economic and Social Council to examine this question on the occasion of one of its earliest session.

VOLUNTARY SERVICE WITHIN CIVIL DEFENCE NEEDS TO BE DEVELOPED

Do voluntary service and civil defence get on well ?

Due to this question, States, international and regional organisations, governmental and non-governmental tried to propose an answer on the occasion of the international Conference « Voluntary service and Civil defence training at the dawn of the 21st century », organised by the International Civil Defence Organisation, which was held on September 1999 in Tunis (Tunisia).

In fact few States, industrialised or developing, have established adequate structures for developing voluntary activities within their structures of civil protection, civil defence, civil safety and emergency management.

It could be thought however that the very nature of civil defence's mission - protecting and assisting populations and safeguarding property and the environment in the face of natural or man-made disasters - would motivate the active elements of society to mobilise for the accomplishment of these worthy aims.

But it is an evident truth that the spirit of solidarity and public spiritness which prompts individuals throughout the world preferably expresses itself through non-governmental organisations. One of the oldest and most universal examples is that of the national Red Cross and Red Crescent Societies whose Movement was based on voluntary service. The Founder of the Red Cross, Henri Dunant finding himself on the site of the bloody battle of Solferino on the evening of 24 June 1859 describes in his book « Remembering Solferino » (Un Souvenir de Solferino) the tragic fate of the 40,000 dead, dying and wounded who laid abandoned : « is there no means to establish voluntary rescue societies whose role would be to provide or ensure in times of war, care to the wounded ? ».

On reading these lines it is obvious that voluntary service has been at the very core of the foundation of the Red Cross and indeed its inspiration. Even to-day, the action of the Red Cross and the Red Crescent is based on voluntary service.

But voluntary service is not a concept which applies only to non-governmental organisations. Voluntary service has its place within governmental protection and assistance services, proof being that for many years and in many countries fire brigades which are a government service have relied on voluntary service. Given the fact that natural disasters and accidents, let alone armed conflicts, remain everyday news throughout the world, it appears imperative that national civil defence structures be able to rely on the support of volunteers for the success of their tasks.

It should also be noted that a culture of disaster prevention is taking root in all countries. The nature of voluntary service within civil defence structures is such as to favour the recognition and adoption of this prevention culture by civil society. This culture, namely the awareness of disaster prevention and preparedness measures must spread through all levels of society, and no one is better placed than volunteers to reach these through community associations and thus sensibilise and train their fellow citizens to the practice of the innumerable « gestures that save » ?

Individuals who are ready to commit themselves to sustainable development and a safer world in the 21st century must be encouraged to join the ranks of civil defence as volunteers. National civil defence organisations must for their endeavour to establish adequate structures for welcoming, training and supervising the « willing ».

« You need civil defence - civil defence needs you ». This is the message which could inspire national civil defence structures in their campaign to promote voluntary service within civil defence.

As the international federation of civil defence, the ICDO remains convinced that the responsibility for building a better and safer world must be shared by all and will therefore

continue to plead in favour of the development of voluntary service.

TUNIS DECLARATION

**“Voluntary service within civil defence:
an act of solidarity and citizenship”
adopted by the International Conference**

**“Voluntary Service and Civil defence Training at the Dawn of the 21st Century”
14-16 September 1999, Tunis, Tunisia**

Convened under the patronage of His Excellency Zine El Abidine Ben Ali, President of Tunisia, and organised jointly by the International Civil Defence Organisation (ICDO) and the National Civil Defence Office (ONPC) of Tunisia, this Conference aims at comparing the various experiments on voluntary service undertaken within civil defence bodies, and thus to define the lines along which to establish programmes for the promotion and development of voluntary service in civil defence. This Conference brought together 60 States and International Organisations ‘s delegations.

We,

Participants at the International Conference

“Voluntary Service and Civil Defence Training at the Dawn of the 21st Century”

RECALLING that protection of and assistance to populations and the safeguard of property and the environment are the responsibility of all and that it is, in the first instance, up to States to develop the appropriate policies and systems,

RECALLING the essential need to promote at world level a culture of prevention in the face of accidents and disasters of all nature,

CONSIDERING that, to be efficient, actions undertaken by governments in these fields must benefit from the support of the populations concerned,

CONSIDERING that solidarity and citizenship are fundamental values which express themselves through voluntary service so as to ensure the continuity of human societies in the face of accidents and disasters of all nature,

1. AFFIRM that voluntary service within national civil protection, civil defence, civil security and management of emergency situations systems is an essential requirement for strengthening their action,

2. STRESS the fact that recourse to voluntary service by national civil defence and assistance systems must be the object of a meticulous approach based on:

- an identification of the fields of activity to which voluntary service may bring a relevant solution in terms of prevention, preparation and intervention in the face of accident and disasters as well as of post-crisis management;
- a rigorous evaluation of the human resources needs to be met by voluntary service.

3. EMPHASISE the fact that the design and implementation of strategies for promoting voluntary service must be based on :

- the community's acknowledgement of the value of civil protection, civil defence, civil security and management of emergency situations systems established by States;
- highlighting the value of the activities entrusted to volunteers;
- enhancing the standing of voluntary service through social recognition of volunteers and the promotion of a spirit of responsibility, solidarity and citizenship in the face of accidents and disasters of all nature;
- promoting the individual in his capacity as volunteer, in particular by granting him access to professional training and to incentives for his commitment to the community.

4. INVITE States to:

- create adequate training structures for volunteers;
- define the framework status, rights, guarantees and duties of volunteers;
- establish model voluntary service contracts;
- design and implement initial and on-going training programmes for volunteers;
- promote partnership with non-governmental organisations and the private sector.

5. REQUEST the International Civil Defence Organisation (ICDO) as the organisation federating national civil protection, civil defence, civil security and management of emergency situations systems to propose, in collaboration with concerned organisations and institutions, and in particular the Arab Interior Ministers Council (Arab Civil Defence and Rescue Bureau), the Council of Europe and the Secretariat of the International Decade for Natural Disasters Reduction (IDNDR), a charter for civil defence voluntary service.

6. REQUEST the ICDO to:

- assist States which may wish to establish or strengthen adequate structures for the development of voluntary service within their national protection and assistance structures in the face of disasters of all nature;
- co-ordinate at the international level the voluntary service training activities;
- encourage research relating to the promotion and implementation of voluntary service within national protection and assistance systems in the face of accidents and disasters.

THE CHALLENGES OF VOLUNTARY WORK

by

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In many countries, voluntary work still forms the basis of the civil defence system⁽¹⁾. This situation is more a matter of necessity than of choice. No one can deny that voluntary work still amounts to a training course in civic responsibility and remains a factor of social integration, both of which are irreplaceable. However, more mundane considerations also speak in its favour.

With the exception of highly urbanised countries where distance is not an issue, voluntary work is the best way to meet the population's expectations and to ensure a satisfactory coverage of the area concerned. The number of firemen per 1000 inhabitants or

the number of firemen per 100 km² is very high in countries with a strong tradition of voluntary work and much lower in countries in which fire-fighting and emergency services are mainly staffed by full or part-time professionals⁽²⁾. Although it is necessary to

interpret these data within their proper context (even though they are already out of date) and to bear in mind that the tasks fire fighters perform vary considerably from country to country, one can not deny that the continuous provision of emergency services is more of a certainty in countries with a strong tradition of voluntary work, particularly in rural areas.

An incidental factor explaining the attraction of voluntary work is its low financial cost. For example, in France, the annual cost of a volunteer amounts to 15 000 francs; that of a professional fire fighter to approximately 200 000 francs⁽³⁾. This does not even include the expenditure for material, which amounts to hundreds of thousands of francs for the smallest specialised vehicle⁽⁴⁾. Without voluntary work, the costs related to fire fighting and emergency services could not be borne by the local communities, unless the principle of free emergency services were called into question or the rate of coverage reduced.

Nevertheless, the advantages of voluntary work remain very hypothetical. In the minds of some people, resorting to this mode of organisation is synonymous with the deterioration of public services. However, this does not necessarily have to be the case. The real challenge of voluntary work lies in the training required for it. There is a double imperative in that matter: training must be compulsory throughout the “career” of a volunteer fire fighter in order to guarantee his capability to accomplish the tasks bestowed on him and it must be harmonised with the training that professional fire fighters undergo, since professionals and volunteers carry out the same profession.

1. Compulsory training

Volunteer fire fighters are trained on-site in most cases. Nowadays, this kind of a situation is no longer acceptable due to the diversity of risks in an urbanised and industrialised world. Sending untrained or poorly trained staff on an assignment in a hostile environment can endanger the newly recruited volunteer fire fighters who are not yet aware of the dangers involved, their colleagues who will have to offset their shortcomings as well as the population at risk in the sense that the

efficiency of the aid provided could be jeopardised. Therefore, the recruitment of a volunteer fire fighter should be made subject to an initial training period. Promotions should be made dependent on further training, which would ensure his ability to perform the new responsibilities to which he aspires.

1.1 Compulsory initial training

The quality of recruitment has a direct effect on training. Rigorous selection criteria must be set and correspond to the reality of needs. Four elements need to be taken into consideration: motivation: a guarantee for ensuring the continuity of the efforts made by the individual as well as the community⁽⁵⁾; morality: the volunteer fire fighter must be a model citizen trusted by the population⁽⁶⁾; personality: psycho-technical tests detecting whether any character traits would be incompatible with job performance⁽⁷⁾; and physical ability: the volunteer fire fighter should always be capable of performing operational tasks without necessarily being superhuman⁽⁸⁾.

After having been selected, the volunteer fire fighter would be obliged to undergo a two-phase basic training within the framework of a temporary contract which would be open for renewal once.

Prior to becoming a member of an intervention team, the applicant must first of all acquire:

- know-how concerning the basics of and the strategies involved in the intervention process;
- knowledge concerning the most commonly-used equipment and the conditions of its use⁽⁹⁾;
- basic training in first aid.

A series of tests at the conclusion of each of these three units would ensure that the required minimum knowledge has been acquired, failing which the candidate would be obliged to take the corresponding unit(s) again without being allowed to go on an assignment.

At a later stage, the initial basic training would be completed by the acquisition of:

- in-depth knowledge of first aid, including resuscitation and first aid for road-related

accidents;

- a specialisation for responding to local needs⁽¹⁰⁾;

and

- knowledge concerning the administrative and legal environment.

Only after having passed all the tests in both phases would the volunteer fire fighter be authorised to sign his long-term contract.

Nevertheless, in his own interest as well as in that of the community, the new recruit would not be considered as having met training requirements once and for all.

1.2 Compulsory further training

This meets a dual requirement, regardless of the country or civil defence system under consideration. Firstly, it is inherent to the particularly progressive nature of the work involved. The expansion of scientific and technical knowledge, the lessons learned from past experience⁽¹¹⁾ as well as the ever-changing equipment throw the agents back into question continuously. They have to be trained for new challenges with which they may be confronted throughout their “career”.

Compulsory further training is also a logical way of rationalising promotion options. In fact, by admitting that every grade corresponds to well-defined tasks and responsibilities, it seems appropriate to require every candidate for a promotion to undergo the necessary training beforehand. The principle in this domain should be: no training, no promotion⁽¹²⁾. This logic evidently takes for granted that the various functions corresponding to each career level should be identified and defined before the contents of the training course are determined. This requirement is valid for professional as well as volunteer fire fighters.

The challenges involved in training are so great that responding to the need for training can not be left to local initiatives alone. The State must make provisions for and translate this need into a legally binding text. French legislators did so by passing law n° 96-370 of 3.05.1996 concerning the expansion of voluntary work in the fire brigade⁽¹³⁾ and by making the user communities bear the costs⁽¹⁴⁾

for training volunteer fire fighters.

Another role pertaining to the State is that of harmonising training.

2. The harmonisation of training

Far from being merely a practical necessity, this is first and foremost a matter of principle. Equal access to emergency assistance means that all fire fighters, wherever they may be or whatever their status, should have the same ability to intervene and assist the population. Therefore, all professional and volunteer fire fighters should undergo identical training, albeit subject to conditions adapted to their respective circumstances.

2.1 Identical training contents

The harmonisation of volunteer training with that of professional fire fighters is a “must”, since, as previously stated, they have the same profession. Therefore, the volunteers have to be capable of accomplishing the same tasks and taking on the same responsibilities as the professionals by way of the training provided. Differentiating between training for the two categories of fire fighters would lead to a two-tier system juxtaposing professionals and volunteers.

The thought process regarding the common contents of training should start from an in-depth analysis of the activities and tasks for each of the duties that need to be carried out. The goal is to determine the skills, which need to be mobilised for each of these duties, and, as a result, to define the knowledge and know-how to be acquired by the agents concerned. The link between rank, duties and training should therefore be based on the definition of “occupational systems of reference” before the resulting “training systems of reference” are decided on.

For example, the rank of a sergeant could be defined by his duties as head of equipment, group leader and instructor. A certain number of activities and tasks correspond to each of these duties⁽¹⁵⁾. The training of sergeants must be based on this reality.

As objective as it may be, this step does not guarantee a complete harmonisation of the training provided. The trainers, especially if

they are not professional instructors, could interpret the programmes foreseen differently and may not be as demanding as required.

It is up to the State to ensure the necessary coordination. In this respect, the State should be responsible for:

- defining training policies (methods, duration...);
- deciding on the contents of the programmes;
- supervising the training of instructors and designing teaching aids;
- ensuring the supervision of the training provided.

Furthermore, the State should also be responsible for providing training opportunities.

2.2 Flexible training management

Its harmonisation should not make training inaccessible to the volunteers. The pace of training and the methods used for acquiring knowledge or know-how must be adapted to the volunteers' availability. Several measures can be foreseen in order to do this.

Firstly, it is advisable to implement an "à la carte" training programme based on a system for acquiring points for each unit (fire fighting, rescue and clearing...) which can be spread out over several months or even years on the basis of the availability of each volunteer fire fighter.

Secondly, it is desirable to make basic training more delectable and accessible to the volunteers by sending the instructors to where they are needed and providing the various schools for fire fighters with easily transportable teaching aids. These schools should be designed less as required-attendance training sites and more as spearheads of networks, providing training for instructors, seeing to pedagogical coordination, managing training aids, marking the successful conclusion of training and, last but not least, ensuring the follow-up of the training files for each professional and voluntary fire fighter.

Thirdly, it is important to diversify the training possibilities, which are currently organised too exclusively as workshops lasting

for several days. Various methods can be envisaged to make the system less rigid, whether it be the case of "action-training"(16), "differentiated training"(17) or even "self-training"(18). These methods present the dual advantage of bringing training closer to the residence or workplace of the volunteer fire fighter and encouraging an individualised approach to learning(19).

Another path worth exploring would be to anticipate the need for training. Two possibilities present themselves in this context. The first possibility involves "junior fire fighters" who, as soon as they have reached a certain level of training, earn a number of merit-based credits with which they ultimately graduate to become volunteer fire fighters. The second possibility involves a national service, at least in countries where conscription is still the norm. In this scenario, civil defence training could be an alternative to or a complement of military training. The merit-based credits thus obtained would also be considered definitively acquired.

Regardless of the possibilities, the main obstacle to training volunteers lies in their being available or not. It does not make sense to set up training if those interested are not able to take part in it. The State is responsible for organising training by proposing a certain number of guarantees or reciprocal arrangements to volunteer fire fighters as well as to their employers. In this case, the intervention of the legislator could also be the best solution for perpetuating the system(20).

Training is first and foremost the duty of each individual State. The actions undertaken by the ICDO (International Civil Defence Organisation) in its organisation of training sessions or other activities are just as important. The ICDO should be called upon to develop itself by contributing, for example, to the establishment of "occupational systems of reference" and "training systems of reference" corresponding to the requirements commonly accepted by all its Member States. Training could be extended by implementing training programmes and cycles for the instructors or by preparing and providing teaching aids. Training is one of the domains, which readily lends itself to international cooperation.

NOTES

(1) In the case of Europe, out of a total of 25 countries, only four do not have access to volunteer services. These countries are Norway, Ireland, Greece and Bulgaria.

(2) As the following examples show (source DSC 1995), there are considerable differences between countries.

	% of Volunteer Fire fighters	Total Fire fighters/1000h	Total Fire fighters/100KM ₂
Austria	96%	37%	339
Switzerland	93%	35	508
Germany	88%	15,1	372
France	86%	4,3	44
Italy	13%	0,5	10
United Kingdom	2%	1,2	27
Greece	0%	0,6	4,7

For more details, please refer to the two comparative studies which were published in the journal "Preventique" in January 1994 and by the French Ministry of the Interior (Department of Civil Security) as "Towards rediscovering voluntary work" (56 pages) in 1995.

(3) "Voluntary work at the heart of an SDIS (Service Departementale d'Incendies et de Secours – County Fire and Rescue Services): availability and training of volunteer fire fighters" (p. 50), dissertation E.N.S.O.S.P. (Ecole Nationale Superieure des Officiers Sapeurs Pompiers – State Officer Training Facility for Fire Fighters) 1999 by Captains S. Alvarez, C. Le Goff, J. Petitpisson and C. Ratinaud (67 pages).

(4) According to the DSC, in 1995, the cost of an ambulance equipped to carry victims injured or asphyxiated amounted to approximately 350 000 francs and that of a tall ladder to 3 million francs.

(5) Cover letters and interviews are the most commonly used methods in this area.

(6) This can be detected by means of an accompanying survey and, if possible, by the provision of an extract from the criminal record.

(7) These tests can be carried out in the form of examinations.

(8) The quest for elitism in this field risks discouraging numerous applicants and reducing the pool of potential recruits. On the contrary, the concept that many citizens are capable of fulfilling the assignments of a volunteer fire fighter should be promoted to the public.

(9) Learning to wear breathing apparatus should be part of the programme.

(10) For example, rescue and clearing.

(11) Experience feedback consists of analysing a sufficiently characteristic operation in-depth in order to appreciate all the aspects and learn valuable lessons from it.

(12) This is exactly what the authors of the report on the repercussions of the "Dupuis" mission of October 1989 evoke.

(13) Article 4 states that the duration of basic training undergone by every volunteer fire fighter should amount to at least 30 days over a period of 3 years with at least 10 days of training in the first year. After these three years, the minimum duration of "follow-up training" should amount to 5 days a year.

(14) Law n°96-369 of 3 May 1996 concerning fire-fighting and rescue services sets this rule in Article 38 after having affirmed, in Article 37, the right of every volunteer fire fighter to benefit "from basic training right from the start of his employment and, at a later stage, from further training".

(15) For more details, please refer to note 12 in the above-mentioned report (p. 49-50).

(16) Action training allows one to combine training with work. The staff is encouraged to analyse the problems encountered, look for possible solutions and implement them, thereby acquiring knowledge and know-how.

(17) Differentiated training takes into account the heterogeneity of the public to meet the expectations and real needs of everyone.

(18) Self-training is not synonymous with training on one's own. The personal work takes place in an organised setting in which the person concerned is assisted and advised by instructors and benefits from teaching aids designed especially for that purpose.

(19) For more details, please refer to note 12 in the above-mentioned report.

(20) The above-mentioned French law n (96-370 of 3 May 1996 states in Article 3 that training activities give the volunteer fire fighter the right to be absent during his working hours, while also allowing the employer to negotiate the availability of his employee by concluding an agreement with the S.D.I.S. (Service Départemental d'Incendies et de Secours – County Fire and Rescue Services) (Article 7).

INTRODUCTION
TO THE INTERNATIONAL CHARTER FOR VOLUNTARY SERVICE
IN CIVIL DEFENCE
AND THE PLEDGE OF THE CIVIL DEFENCE VOLUNTEER

by
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As the need for assistance increases, responding units end up in a greater need to reorganise themselves as time goes by, either around a growing number of professionals or by seeking "external" part-time employees. Many countries have opted for the second solution by calling for volunteers who make up in some cases the bulk of the national rescue organisation's complement.

By offering his assistance to others when they are in danger, often in difficult if not perilous conditions, the volunteer shows a generosity of spirit which can only arouse respect and admiration.

This clear and firm commitment should be encouraged and developed, and must be approached in an overall manner by the competent public authorities. Consequently, the adoption of relevant legislative and/or regulating texts defining, in particular, the status of volunteers in the fields of civil protection, civil defence, civil safety or emergency situations' management (recruitment conditions, rights and obligations) must be a priority¹.

Whilst instituting a legal system specific to volunteers, this status must also be an opportunity for public authorities to acknowledge the complementarity between volunteer and professional staff, by affirming the volunteers' vocation to carry out all the missions entrusted to civil defence and therefore their right to be given the necessary initial and on-going training². Volunteer or professional, these two groups belong to the same public service, meet the same requests for assistance and this complementarity is the source of a great richness.

In the same way, this status must enable the notion of voluntary service to be defined in relation to such similar notions as voluntary help. In this respect, the Charter lays down the principle of compensation for the volunteer work within civil defence, whilst leaving to States the choice of its nature and scope³.

Further, a volunteer is by definition a part-time civil defence agent engaged in a full-time professional activity in the private or public sector. The volunteer's status must thus foresee a set of rules defining those civil defence activities which require him to be absent during his work time and their implementation procedure which must be agreed in collaboration with the employer⁴.

Finally, this legal framework for voluntary service must state the duration of the enlistment and the fundamental principles applying to the actions undertaken by civil defence volunteers.

To ensure an efficient functioning of assistance services, civil defence must be able to rely, for a stated period (between 3 and 5 years), on a fixed and homogeneous complement. This is why the volunteer is bound to respect the length of his enlistment⁵. To volunteer must not result from a hasty decision but shall be, on the contrary, the

¹ Article 4

² Article 5

³ Articles 1 and 8

⁴ Article 7

⁵ Pledge of the Civil Defence Volunteer

outcome of a deliberate and well thought-out process. Suspension of the enlistment, in particular for family, professional or other reasons must however be provided for.

Besides the duties incumbent on any public official, volunteers and professionals must protect and assist, in all circumstances, all persons under threat, regardless of race, colour, sex, language, religion, political or other opinion, national or social origin, wealth, birth, or any other reason, whilst respecting the principles of "Humanity, Solidarity and Impartiality" which are the common values shared by all first-aid workers, firemen, volunteer or professional civil defence officers⁶.

Once voluntary service in civil defence is recognised through an appropriate legal framework, political recognition for its role must be admitted. This requires the running of awareness-raising and information campaigns on questions relating to civil defence in general and to the position of volunteers, solidarity and civic values in particular. Since the safety and protection of persons is of ever more importance to the population, the development of voluntary service in civil defence must be supported at all levels. Whether through the ministries (in particular the Ministry of Education) or the associations concerned, only a broad-based approach will enable the enlistment of volunteers to be encouraged and facilitated⁷.

The International Charter for Voluntary Service in Civil defence and the Civil defence Volunteer's pledge do not aim at meeting exhaustively all the requirements, in particular statutory, which lead to the establishment of a framework supporting structure, but rather to establish a framework likely to favour the development by States of voluntary service in the field of civil defence.

INTERNATIONAL CHARTER FOR VOLUNTARY SERVICE IN CIVIL DEFENCE

Considering the Tunis Declaration adopted in 1999 in the course of the International Conference on Voluntary Service in Civil Defence, the International Civil Defence Organisation (ICDO) recommends to States that Voluntary Service be inscribed within national civil protection, civil defence, civil safety and emergency situations' management structures as a means for contributing to the Protection and Assistance of populations and to the safeguard of property and the environment from natural and man-made disasters.

To this end, the present Charter lays down a set of directives likely to favour the adoption by States of a legal and political framework for voluntary service.

PREAMBLE

CONSIDERING the scope and severity of disasters which have struck the planet in recent years ;

CONSIDERING that national civil protection, civil defence, civil safety and emergency situations' management structures are ever increasingly solicited ;

CONSIDERING the necessity of reinforcing relations between the State and the citizens in view of implementing the sustainable development of our societies ;

CONSIDERING that voluntary service is an essential component for the effectiveness of national civil protection, civil defence, civil safety and emergency situations' management structures ;

Article 1 : Volunteer means every person who makes herself voluntarily available to the community for assistance and rescue services, not excluding possible pecuniary indemnisation.

Article 2 : The State must organise the social recognition of volunteers at the service of civil defence and promote the spirit of solidarity.

⁶ Pledge of the Civil Defence Volunteer

⁷ Article 3

Article 3: The State must support the development of voluntary service in civil defence by facilitating voluntary commitment and implementing a policy of support to voluntary service through school programmes and in collaboration with the associations concerned.

Article 4: Volunteers must benefit from a special legal status defining the conditions of their admission to the ranks of civil defence (age, intellectual, physical and moral aptitude, motivation ...) together with their rights and obligations.

Article 5: A volunteer's vocation is to participate in all civil defence's missions (safeguard of individuals, property and the environment).

Article 6: A volunteer has the right to an initial and ongoing training .
The State will see to the uniformity of civil defence volunteers' training across all its territory.

Article 7 : The State will agree with the private and public sectors the modalities of the volunteer's availability.

Article 8: The volunteer is entitled to compensation for his activities in favour of civil defence (social benefits, indemnity, pension, allowance ...).

PLEDGE



OF THE CIVIL DEFENCE VOLUNTEER

*I share the Civil Defence's ideal:
"Protection and Assistance for All".*

*I promise to fulfil all missions
which will be entrusted to me
in the spirit of
Civil Defence's fundamental values
which are:
Humanity, Solidarity, Impartiality.*

*I pledge myself to act always
in a selfless manner.*

*I commit myself to respect
the length of my enlistment
in the service of Civil Defence.*

THE ICDO, PROMOTER OF THE CIVIL DEFENCE MOVEMENT

Red Cross, Red Crescent, blue equilateral triangle on an orange background, oblique red bands, blue and white shield: the symbols recognised by international conventions to ensure the protection of people and property are many. But are they always recognised by those who must respect them?

As regards the first two, the Red Cross and Red Crescent, one may without doubt consider that they are the prime symbols of humanitarian action and that they are universally known and recognised, if not always respected. This is the outcome of the efforts of the International Movement of the Red Cross and Red Crescent which strives incessantly to disseminate International Humanitarian Law and the seven fundamental principles which inspire its action: humanity, impartiality, neutrality, independence, voluntary service, unity, universality.

This is not always the case for others, and in particular for the emblem of civil defence, the blue equilateral triangle on an orange background recognised under the terms of Additional Protocol I of the Geneva Conventions. In some countries where the civil defence structures showing this emblem are still at the development stage, it is up to the ICDO to further their development, a mission which it endeavours to fulfil with the resources available to it. In countries where these structures are developed, that is in most countries of the northern hemisphere, these other emblems are not as well known, nor are they as popular as the Red Cross and Red Crescent Societies.

Admittedly, the Red Cross and Red Crescent Movement has had the opportunity to prove itself and the time to establish its structures in its 125 years' existence. By comparison, civil defence is relatively young, even though its origins go back to the foundation, by the French Surgeon-General Georges Saint Paul, in 1931, of the "Lieux de

Geneve" Association from which ICDO is issued directly. It was in 1977 only that, as an outcome of the Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law applicable in times of armed conflict, its international emblem achieved world-wide recognition. To use a term currently in vogue, it could be said that the Red Cross and Red Crescent Movement has fashioned its "enterprise culture" in the course of the suffering and hardship it has had to alleviate throughout the world.

The Civil Defence Movement must follow the example of its illustrious elders and consolidate; the ICDO can play a vital role in this, a role which the initiators of its Constitution had not perhaps considered. The Civil Defence Movement must equally give itself a doctrine and take a more active part in the dissemination of International Humanitarian Law (IHL) and in particular of the rules relating to civil defence which figure in Protocol I.

By adopting a Resolution recognising the role of the ICDO in this respect and encouraging the Organisation to pursue its work in this area, the International Conference of the Red Cross and Red Crescent which was held in Geneva in December 1995 clearly emphasised the fact that it was time the organisations and institutions working at the national level under the emblem of the blue equilateral triangle on an orange background were required to participate fully in this work.

Strengthened by the recognition accorded to it by the International Community through this Resolution - and it should be remembered that all States party to the Geneva Conventions sit at the International Conference of the Red Cross and Red Crescent- the ICDO will pursue its efforts in future to do credit to its role of promoter of the Civil Defence Movement

CIVIL DEFENCE AND INTERNATIONAL HUMANITARIAN LAW

On 1 March every year, national Civil defence Services celebrate World Civil Defence Day.

In 1997, the theme of this Day, which coincides with the 25th Anniversary of the International Civil Defence Organisation as an inter-governmental organisation, is: "The role of civil defence services in International Humanitarian Law (IHL)".

It is to be recalled that in 1977, the "Diplomatic Conference on the re-affirmation of the development of International Humanitarian Law applicable in armed conflicts" inscribed the role of civil defence in additional Protocol I to the Geneva Conventions of 1949.

In the terms of the Commentary on the Additional Protocol I "Civil defence has an important place in the effort undertaken by international humanitarian law to mitigate the losses, damages and suffering inflicted on the civil population by the dramatic developments of the means and methods of warfare...." and "it was natural for International Humanitarian Law to contribute to promoting civil defence, the need and efficacy of which have been widely demonstrated...".

From the point of view of International Humanitarian Law, it is basically a matter of granting civil defence organisations a status

ensuring them protection in the performance of their task and a distinctive sign enabling them to be identified". In 1971 already, the International Committee of the Red Cross referring to civil defence personnel described this category of persons as those who rescue from rubble wounded or traumatised civilians to take them to first aid posts or to hospitals, who fight fires to prevent their propagation, who supply to the displaced populations first material or social assistance, or who also take preventive protection measures.

Working under the internationally recognised sign of a blue equilateral triangle on an orange background, national civil defence organisations have an important role to play, not only in case of armed conflicts but also in peacetime, against natural or technological disasters. They fulfil the function of co-ordinating organism between all the partners called upon to intervene on the humanitarian scene and are the ideal channel for managing the multiple and diverse operations intended to safeguard life, property and the environment in disaster situations.

Because civil defence is recognised by International Humanitarian Law, it is most important that national civil defence services know the IHL rules which apply to them and take an active interest in the diffusion of IHL.

THE EMBLEM: A CONTRIBUTING FACTOR TO THE UNITY OF THE CIVIL DEFENCE MOVEMENT

The distinctive international emblem of civil defence is a blue equilateral triangle on an orange background. This is intended to identify civil defence personnel and installations which are protected under the terms of the Additional Protocol to the Geneva Conventions of 1949 concerning the protection of victims of international armed conflicts (Protocol 1 of 1977). The States party to this Protocol must endeavour to ensure that their civil defence bodies, personnel, buildings and equipment are readily identifiable when they are actively engaged in the accomplishment of their civil defence duties. The shelters which are intended for the use of the civilian population must also be similarly identifiable. In peacetime, this emblem may be used to identify civil defence services.

The profile of this emblem is therefore of the highest importance since it enables to identify people and property which must be respected and protected. It is, indeed, used by national civil defence services of most countries party to Protocol 1 and also by countries which have not, or not yet, adhered to it.

In view of the importance of the emblem in case of armed conflict, it is incumbent on countries party to Protocol 1 which have civil defence services to ensure that:

- these services use this distinctive sign;
- its abusive use be prevented and curbed if necessary;
- its significance is known to those concerned, namely to civil defence and armed forces personnel in the first instance and, equally, to the public and the media in general.

For its part, the International Civil Defence Organisation (ICDO) will endeavour to promote the emblem among its Member States and will associate itself with the efforts of the International Committee of the Red Cross (ICRC) to disseminate the rules of International Humanitarian Law (IHL) concerning Civil defence amongst States party to Protocol 1.

There is a point which must be stressed: any alterations to the emblem, be they changes to its design or colours, the addition of, or association with, other graphic signs or the combination with national logos must be forbidden. The temptation to “personalise” the emblem at the national level is certainly understandable but this practice must be deplored because not only does it make it difficult to read, but above all because it literally destroys the universal message of this humanitarian emblem. A modified emblem is an emblem which risks not being respected at the very moment when the persons and property which it should identify in the course of fighting most need to enjoy the respect and protection which is their due.

Finally, all civil defence bodies must identify themselves by a single emblem to show that they belong to a universal humanitarian movement. The use of this emblem, in accordance with the accepted rules can only strengthen the identity and solidarity of civil defence which should unite the national bodies, and which it is the ICDO’s mission to federate.

FRAMEWORK CONVENTION ON CIVIL DEFENCE ASSISTANCE 22 MAY 2000

The International Conference for the finalization of the Framework Convention on Civil Defence Assistance was convened by the International Civil Defence Organization (ICDO) after a consultation procedure carried out with all States between 1999 and the year 2000. The International Conference adopted the final version of the text on 22 May 2000 in Geneva, Switzerland.

Forty-six States took part in the conference, under the presidency of Senegal, represented by Mr. Abdoulaye Ndiaye, Director of Civil Defence, and led by his Executive Secretary, Professor Jean Viret, ICDO expert.

The final text of the Framework Convention on Civil Defence Assistance was decided on the basis of the French version by an editorial committee made up of delegates from the Republic of Cameroon, the United Arab Emirates, the Russian Federation, the Dominican Republic, Senegal and the Ukraine,

under the leadership of the Executive Secretary to the Conference.

The versions of the Framework Convention in English, Arabic, Chinese, Spanish and Russian were based on the French version and are equally valid.

Furthermore the Conference accepted the proposal of the International Civil Defence Organization to be the Depository for the Framework Convention.

The States are invited to express their final agreement to being bound by the Framework Convention in accordance with procedures in effect in their domestic law and to transmit their instruments of ratification and/or of accession to the Framework Convention to the Secretary General of the ICDO at their earliest convenience.

CONFERENCE FOR THE FINALIZATION OF THE FRAMEWORK CONVENTION ON CIVIL DEFENCE ASSISTANCE

**22 May 2000
Geneva, Switzerland**

Message from Mr. Sadok Znaidi

*Secretary-General
of the International Civil Defence Organisation*

Ladies and Gentlemen,

I would first like to welcome you and to thank you for taking part in this Conference for the finalisation of the Framework Convention on Civil Defence Assistance.

Please be aware that ICDO attaches a

particular importance to international cooperation in the field of civil defence, this at all levels, local, regional and national, and that it encourages and supports the initiatives taken in this field.

International cooperation in the field of civil defence is clearly an important theme and

one which, in view of the number and scale of disasters in the world, be they of natural or human origin, still and always deserves to be further considered, improved and refined.

Ladies and Gentlemen,

Let me remind you in a few words of the objectives of the International Civil Defence Organisation (ICDO). The ICDO is an intergovernmental organisation whose goal is to contribute to the development by States of structures able to ensure the protection and assistance of populations and to safeguard property and the environment in the face of natural or man-made disasters. These structures are generally known as civil protection, civil defence or civil safety and emergency management systems. The ICDO federates the national structures established for this purpose by States, with the aim of favouring cooperation and mutual solidarity between them.

The main activities of the Organisation are in the following fields :

- Development of national civil defence structures
- Promotion of disaster prevention
- International cooperation in civil defence

With regard to the last of these, the ICDO contributes to the design and use of instruments for cooperation between national civil defence structures. The ICDO coordinates mutual assistance operations between national civil defence structures both to prevent disasters and intervene when they occur (exchange of expertise, coordination of rescue activities, etc.). Moreover, the ICDO encourages and facilitates standardisation in civil defence matters and emergency situations management through the diffusion of norms in this field. Finally, the ICDO promotes a common culture in civil defence matters through, for example, the diffusion of the rules of International Humanitarian Law relating to civil defence.

Ladies and Gentlemen,

In the changing environment, full of opportunities and risks, which is that of globalisation, the challenges for States and their civil defence organisations, are as

numerous as they are difficult. National structures of civil defence, which are States instruments intended to ensure protection and assistance to all in the face of disasters, will always be more and more solicited as long as risks and dangers are constantly increasing and the ever-greater occurrence of disasters is as predictable as it is unavoidable.

It is therefore up to States to strengthen them and maximise their capacities. Indeed, I would like to remind you that the General Assembly of the United Nations, through Resolution 2034 adopted on 7 December 1965 invited States to put in place a system suited to their particular situation with a view to establishing the scope and type of resources necessary and to centralise the management of rescue operations in the face of disasters. This Resolution is now more topical than ever.

Ladies and Gentlemen,

National civil defence structures should anticipate and foresee disasters, draw up plans for tackling them and develop the practice of learning from experiences. Civil defence structures must also play their role of advisor to the full. Indeed, it is up to them to act as the State's technical counsellor in the field of risk management. Moreover, national civil defence structures must argue in favour of the integration of emergency prevention and preparedness measures into the long-term social and economic development policies.

Finally, national civil defence structures are coordinating bodies working in a multi-sectoral framework. As such it is up to them to coordinate the actions of the different State entities involved in disaster prevention and mitigation. Civil defence must therefore have a global and forward-looking vision of the situations in which it is called upon to intervene.

National civil defence structures are therefore an essential part of the system established by States to face up to disasters. States have, on numerous occasions and during many international forums, indicated their wish to develop common approaches and strategies to face up to disasters. It therefore seems as normal as it is important that their

national civil defence structures be able to collaborate and that framework conditions favourable to this collaboration are created.

It is in this context that the ICDO elaborated the Draft of a Framework Convention on Civil Defence Assistance, on the occasion of the International Conference on Civil Defence, which was held in Beijing in 1998. This Conference adopted a Declaration aiming to put into practice a « World Action Plan for the development of civil defence ». It is in the content of this Plan that the Draft for a Framework Convention in Civil Defence, which we are called upon to finalise today, can be found. Indeed the objective of this Conference is to give this document its final form, to designate the body or bodies which will be its depositary and to agree the place and date from which it should be open to signature and adhesion by States.

The objective of the Framework Convention on civil defence is to encourage and facilitate collaboration between States in the field of civil defence, be it for prevention, preparation, or intervention in the face of natural or man-made disasters. Although bilateral and multi-lateral agreements on the management of emergency situations already exist, it should be pointed out that there is no universal convention on this question and that administrative constraints linked to the sovereignty of States and to differences in the national definitions of civil defence act as a brake on international cooperation and should be cut, if not done away with altogether.

The adoption of universal principles on which to base disaster assistance in the form of a multilateral treaty can, on the one hand, fill a judicial gap and, on the other, act as a catalyser to the signing of bilateral technical agreements which can, as we know, sometimes be difficult to negotiate during emergency situations.

The Framework Convention proposed is therefore of a nature such as to encourage States to become more actively involved in cooperation in the field of civil defence and to remove the obstacles that can hinder the pooling of civil defence resources, especially in case of imminent or actual disasters.

I should again like to stress the fact that disasters are not always confined within State borders and that prevention and preparation in the face of disasters depends for a large part on cooperation between States. This is why it seemed to us that this Framework Convention should be such as to facilitate cooperation between States, notably in the fields of technical assistance, the exchange of information and experience, as well as of experts and personnel between developed and developing countries.

This Framework Convention does not affect other obligations assumed by Party States under international law. In 1999, the ICDO undertook a consultation process on this Framework Convention with all States and this has been amended in light of the comments received. I should like to take this opportunity to warmly thank all the States who conveyed to us their appreciation of the Draft we submitted to them. Thanks to their observations and their pertinent remarks, they contributed in a decisive way to the development of the text drawn up in 1998. It is therefore an amended and improved version which we are called upon to finalise today.

Ladies and Gentlemen,

The ICDO has moreover realised that the multiplicity of actors involved in managing emergency situations at the national and international levels is both a blessing and a source of relative confusion. In a context increasingly oriented towards an international approach to dealing with disasters, it is important to clarify the organisation and the scope of those entities' activities, especially those whose mission it is to coordinate protection and assistance operations at the international level, be it in the framework of bilateral or multilateral operations, by making available to them information that is as clear and complete as possible on the national partners with whom they may be called to collaborate.

This is why the ICDO has compiled an « International Directory of National Structures of Civil Protection, Civil Defence, Civil Safety and Emergency Management » the first version of which was published in 1999.

Admittedly, different documents exist which cover all or part of this subject, but on the whole none provides an easily useable global picture of the different systems of protection and assistance in use the world over.

This Directory, which has been made possible thanks to the information provided by States themselves, endeavours to provide a clear and structured presentation of the management of emergency situations in these States under the following headings: Legal framework, Regulations and Procedures, Organisation, Staff, Training, Equipment and Finances. In addition, a special section is devoted to the international organisations concerned with the management of emergency situations.

Presented as a yearbook, which will be updated annually, the International Civil Defence Directory is a publication destined for States, international governmental and non governmental organisations, private firms, specialised institutions and academics concerned with cooperation in the field of

emergency management. It should, through the information it provides, facilitate cooperation at the regional and international levels and also contribute to the development or strengthening of those national structures responsible for civil protection, defence, safety and emergency management. The 2001 edition will be published in November.

Ladies and Gentlemen,

I would like to conclude briefly by formulating the wish that international cooperation in civil defence intensifies in the years to come. Civil protection, civil defence, civil safety are the tools which most States have given themselves to face up to risks and disasters. It is therefore important that solidarity between these bodies is developed so that they may undertake their mission to the full, in the interest of disaster victims throughout the world.

Thank you for your attention.

FRAMEWORK CONVENTION ON CIVIL DEFENCE ASSISTANCE 22 MAY 2000

Final Text

PREAMBLE

The States Parties

Deeply concerned over the increase both in the number and the seriousness of disasters of all kinds throughout the world, whether from natural causes or man-made,

Recognising that it is, in the first instance, up to States to take the necessary measures in the face of potential disasters or other emergency situations which may arise,

Considering that national Civil Protection, Civil Defence, Civil Safety or Emergency

Management structures, have a major part to play in the face of disasters, as much with regard to prevention and preparation as with regard to intervention, and that they are increasingly called upon to function as co-ordinating bodies for all entities brought in to respond to emergency situations, and that they are the appropriate body to guide the many and diverse operations for safeguarding life, property and the environment before, during and after disasters,

Considering that the risk of disasters and the consequences thereof are not containable by national frontiers,

Considering, however, that differences between States regarding the concept of Civil Defence may impede international co-operation in this field,

Considering the need for the development of international co-operation in the field of Civil Defence in terms of prevention, forecasting, preparedness, intervention and post-crisis management, both in the interests of disaster victims and in order to safeguard property and the environment,

Have agreed as follows:

Article 1: DEFINITIONS

a) «States Parties» refers to all States having ratified, accepted, approved or acceded to the present Convention.

b) «Civil Defence Service» means a structure or any other state entity established with the aim of preventing disasters and mitigating the effects of such disasters on persons, on property and the environment.

c) «Disaster» is an exceptional situation in which life, property or the environment may be at risk.

d) «Assistance» means any action undertaken by the Civil Defence Service of a State for the benefit of another State, with the objective of preventing, or mitigating the consequences of disasters. This includes all duties assigned to the Civil Defence Service of the Parties and accepted by the Beneficiary Parties, potentially with the assistance of any other partner.

e) «Beneficiary State» is a State Party whose territory is threatened or affected by a disaster and which requests or accepts external assistance.

f) «Supporting State» is a State Party providing assistance to a Beneficiary State at its request or with its acceptance.

g) «Civil Defence Unit» means relief personnel, equipment and goods belonging to the Civil Defence Service of the Supporting State. It is identifiable by the national or

international emblem (blue equilateral triangle on an orange background) of Civil Defence.

Article 2: OBJECTIVES

Within the context of the present Convention the States Parties commit themselves to:

a) promoting co-operation between Civil Defence Services, as defined under Article 4, particularly with regard to training of personnel and exchange of information and expertise;

b) reducing obstacles to assistance and particularly delays in intervention.

Article 3: PRINCIPLES

The States Parties undertake to respect the following principles in terms of providing assistance when a State is threatened or affected by a disaster:

a) Only assistance requested by the Beneficiary State or proposed by the Supporting State and accepted by the Beneficiary State may take place.

b) All offers of assistance shall respect the sovereignty, independence and territorial integrity of the Beneficiary State as well as the principle of non-intervention in the internal affairs of this State and should be carried out with due respect for its ways and customs.

Such assistance should not be viewed as interference in the internal affairs of the Beneficiary State.

c) Assistance shall be provided without discrimination, particularly with regard to race, colour, sex, language, religion, political or any other opinion, to national or social origin, to wealth, birth, or any other criterion.

d) Assistance shall be undertaken in a spirit of humanity, solidarity and impartiality.

e) Offers of, or requests for, assistance shall be examined and responded to by recipient States within the shortest possible time.

Article 4: FIELD OF APPLICATION

States Parties undertake to explore all possibilities for co-operation in the areas of prevention, forecasting, preparation, intervention and post-crisis management.

*a) General conditions***In case of disaster or threat of disaster:**

1) The Beneficiary State shall provide all necessary information available relating to the situation, so as to ensure smooth implementation of the assistance, and shall provide timely notice of actions required.

2) The Supporting State shall send only those Civil Defence Units requested or accepted by the Beneficiary State.

3) The Beneficiary State shall simplify and reduce to a minimum the administrative and customs' formalities relating to the entry and stay of the Civil Defence Units which shall benefit from a temporary entry scheme.

4) The Beneficiary State and the Supporting State shall define together the tasks entrusted to the Civil Defence Units of the Supporting State.

The Beneficiary State shall direct and assume responsibility for operations after prior consultation with the Head of the Civil Defence Unit of the Supporting State.

5) The Beneficiary State shall, within the framework of national law, grant all privileges, immunities, and facilities necessary for carrying out the assistance and shall provide protection for personnel and for property belonging to the Civil Defence Unit of the Supporting State.

6) The mission of the Civil Defence Unit of the Supporting State shall come to an end when the crisis for which it was sent is deemed to have ended, or when the Beneficiary State so requests, or the Supporting State so decides.

7) States Parties undertake to facilitate the transit by air, land, sea or river of Civil Defence Units.

b) Special conditions

It is incumbent upon the States Parties to this convention to outline, where necessary in detail, by means of agreements, technical modalities and other implementation procedures with a view to facilitating such international co-operation.

Article 5: RELATION WITH OTHER OBLIGATIONS

This Framework Convention does not affect other obligations held by the States Parties under International Law.

Article 6: RESERVATIONS

Reservations may be expressed at any time concerning any provision of the present Convention, provided that they do not affect the object and purpose of the treaty.

Article 7: SIGNATURE, RATIFICATION, ACCEPTANCE, APPROVAL AND ACCESSION BY STATES

a) The present Convention is open for signature by all States at the Headquarters of the International Civil Defence Organization in Geneva, from the 22nd of May 2000 and will remain open for a period of twelve months.

b) This Convention shall be ratified, accepted or approved. The instruments of ratification shall be deposited with the Secretary General of the International Civil Defence Organization .

c) This Convention shall be open for accession by all States from the date when it is opened for signature. Accession is by deposit, with the Secretary General of the International Civil Defence Organization, of an instrument of accession.

Article 8: ENTRY INTO FORCE

a) The Convention shall enter into force sixty days after the deposit of the second instrument of ratification, acceptance, approval or accession.

b) For each State that ratifies, accepts or approves this Convention or accedes thereto after the deposit of a second instrument of ratification, acceptance, approval or accession, the Convention shall enter into force sixty days after deposit of the relevant instrument.

c) This Convention shall be registered with the Secretariat of the United Nations Organisation.

Article 9: FOLLOW-UP OF THE CONVENTION

The States Parties agree to meet every two years to review the evolution of international co-operation in the field of Civil Defence.

Article 10: AMENDMENTS

Every State Party has the right to propose amendments to the present Convention during the biennial Conferences referred to in Article 9. The amendments shall be considered as adopted unless a State opposes it.

Article 11: DENUNCIATION

a) Each State Party may denounce the present Convention by notification to the Secretary General of the International Civil Defence Organization .

b) Denunciation shall take effect one hundred and twenty days after the date of receipt of the notification by the Secretary

General of the International Civil Defence Organization .

Article 12: DEPOSITORY

The Secretary General of the International Civil Defence Organization shall notify all States and the Secretariat of the United Nations of:

- 1) the deposit of all instruments of ratification, acceptance, approval or accession.
- 2) all dates of entry into force of the present Convention in accordance with article 8.
- 3) all reservations which might be expressed in accordance with Article 6.
- 4) all notifications received in application of the provisions of article 11 and the date on which the denunciation shall take effect.

IN WITNESS WHEREOF, the undersigned, duly authorised to this effect, have signed the present Convention

DONE AT GENEVA on the twenty-second day of May, in the year two thousand, in a single copy in Arabic, Chinese, English, French, Russian and Spanish, each text being equally valid, the original of which shall be deposited in the archives of the Secretariat of the International Civil Defence Organization which shall transmit certified copies to all signatory States and acceding States.

FRAMEWORK CONVENTION ON CIVIL DEFENCE ASSISTANCE 22 MAY 2000

Commentary

Federating the national Civil Protection, Civil Defence, Civil Safety and Emergency Management structures, the mission of the International Civil Defence Organization

(ICDO) is, on the one hand, to enable them to attain common objectives and, on the other, to promote and encourage solidarity, as a bond which unites them.

Conscious of this dual responsibility, the ICDO has drafted a Framework Convention on Civil Defence Assistance which was adopted in the course of the 11th World Conference on Civil Defence (October 1998, Beijing, China).

The International Conference to finalize the Framework-Convention regarding Civil Defence which was convened after consultations carried out with all States between 1999 and 2000, adopted the final version of this text on the 22nd of May 2000 in Geneva, Switzerland.

Furthermore, the Conference accepted the proposal put forward by the International Civil Defence Organisation to be the Depository for this Framework-Convention.

These notes seek to describe and explain the main considerations which were behind the ICDO's drafting of this Framework Convention, in terms of the issues, the terminology and the form.

General remarks

The title of the proposed instrument «Framework Convention on Civil Defence Assistance» was chosen on the basis of practical considerations and past experience.

The issue of disaster assistance has always been a «thorny» matter whenever the idea of regulating international action in this field has been mooted¹. Conventions certainly exist concerning specific questions such as simplified customs' procedures², but there is, however, no comprehensive legal instrument covering assistance activities.

Although it is, in the first instance, up to States to provide assistance to disaster victims on their own territory³, there are no legal

¹ See in particular the Proposed draft convention on expediting the delivery of emergency relief, prepared in 1984 by the United Nations Disaster Relief Co-ordinator Office (UNDRO) (United Nations General Assembly document A/39/267 Add.2 of 18 June 1984).

² See the Special provisions concerning relief consignments of the «International Convention on the simplification and harmonization of Customs procedures», concluded at Kyoto on 18 May 1973.

³ Resolution No. 2034(XX) of the United Nations General Assembly of 7 December 1965: Every State

obligations for these same States to assist victims of another State.

Moreover, it should be noted that risks and consequences of disasters can extend beyond a State and threaten whole regions.

This reluctance of States to be bound by a general obligation to provide assistance is based upon the principle of national sovereignty and that of non-interference as recognised by international law.

Consequently, given the need to reduce or even eliminate obstacles to effective international collaboration between States, the ICDO wished to offer them a universal framework better able to foster both mutual understanding between them and the solidarity which should bind Civil Defence Services.

To this end the Convention sets out the various general principles according to which all assistance operations should be conducted.

PREAMBLE

The Preamble refers to the various studies on the increased number of natural and technological disasters recorded over the world⁴ and stresses the active role played by the State in the face of disasters⁵.

Numerous and contradictory doctrinal debates have taken place over the choice of title for the «appropriate national planning and action system»⁶, the establishment of which is the responsibility of the State. The main names for these national systems are: civil defence, civil protection, civil safety, emergency

must «*establish an appropriate instrument for planning and implementation which is best adapted to its specific situation with a view to defining the scope and nature of the assistance needed and centralising the management of rescue operations*».

Resolution 43/131 of the United Nations General Assembly of 8 December 1988 : «*It is up to each State first and foremost to take care of the victims of natural disasters and similar emergency situations occurring on its territory*».

⁴ See, for instance, the study conducted by the Swiss Reinsurance Company (Compagnie Suisse de Réassurance): between 1970 and 1998 «the number and scale of natural and technological disasters has continuously increased ».

⁵ See footnote 3, above.

⁶ Resolution no. 2034(XX) of 7 December 1965, *op cit*.

management. However, although it may be appropriate to discuss the relevance of the terminology, only the final objective, that is, the missions given to these bodies, should be taken into account.

The Preamble thus reaffirms the role and tasks to be undertaken by the different national systems. Their mission is threefold:

- To protect and assist the population⁷;
- To safeguard property;
- To safeguard the environment.

Certainly, the role of protecting and assisting people should be a priority for State Civil Defence Services. However, the object of this Framework Convention is to encourage assistance in all aspects of Civil Defence. Consequently, international co-operation in this field should apply to all three missions entrusted to these services.

ARTICLE 1

Given the differences in the definitions of the many terms used (see items (a) to (g)), this article defines the terms employed throughout the Convention.

It makes clear once again, the public service nature of Civil Defence and defines particularly the field of application of this Convention.

Indeed, only «Assistance» between «Civil Defence Services» of the states is taken into account. Although the Convention does not make any particular provision to international governmental organizations or non-governmental organizations or the private sector, the participation of these last is nonetheless not excluded. Clearly, the significant role played by these last in this respect is not at issue here. The reason for the Convention is quite different. The ICDO acts as the umbrella organization of national civil defence structures in order to strengthen co-

⁷ Protection covers all disaster prevention activities; assistance covers all measures taken to reduce the consequences of disasters (rescue and rehabilitation operations).

operation between them. Logically, therefore, the Convention focuses on co-operation between «Civil Defence Services».

Further, as mentioned above «Assistance» in Civil Defence matters cannot be limited to only one of the components (to protect and assist populations).

Moreover, «Assistance» can only result from the agreement of the «Beneficiary State» to welcome on its territory «Civil Defence Units» of the «Supporting State». These must then be identified and identifiable by the national emblem of the civil defence service of the «Assisting State» or the international civil defence emblem (blue equilateral triangle on an orange background), the adoption of which is strongly encouraged by the ICDO⁸.

ARTICLE 2

Whether in the field of prevention, forecasting, preparation, intervention or post-crisis management, communities do not always have the resources necessary for efficient intervention. In this case only efficient international co-operation can bridge the gap. However, such international co-operation efforts may be confronted by inflexible administrative procedures and regulations which, although understandable in normal times, are not at all adapted to the need for rapid reactions and speedy dispatch of rescue teams to the disaster site.

In the same way, these obstacles are a serious handicap to the national Civil Defence structures whose development and strengthening will inevitably occur through the exchange of information and experience between States.

Aware of this need, the ICDO has compiled the International Directory of National

⁸ In accordance with resolution II, Point A, paragraph j, relating to protection of people in times of armed conflict, the 26th International Conference of the Red Cross and the Red Crescent (3-7 December 1995, Geneva, Switzerland) recommended that the International Committee of the Red Cross (ICRC), in collaboration with the ICDO, work towards the promotion and dissemination of international humanitarian law relating to Civil Defence.

Structures of Civil Defence, Civil Protection, Civil Safety, and Emergency Management which lists, in particular, those national structures which are responsible for risk prevention and the protection of life, property and the environment. In fact, the multiplicity of «agencies» involved at the national and international levels can be either a boon or a source of relative confusion. In a context which is increasingly oriented towards an international approach to dealing with disasters, it is important to clarify the organization and the scope of those entities' responsibilities, in particular of those whose mission is to co-ordinate the management of emergency situations, whether in the framework of bilateral or multilateral operations, by making available to them information that is as clear and complete as possible on the national partners with whom they may be called upon to collaborate.

In order to meet this dual objective, the ICDO has chosen to promote a strategy of trust between States by proposing to them a legal tool, the Framework Convention, which, through a series of principles and simple rules that are universal and acceptable to all, allows some of the obstacles which stand in the way of collaboration to be removed.

ARTICLE 3

The above-mentioned principles are contained under article 3 of the Convention. There are five major principles which govern all inter-state collaboration on assistance in civil defence.

Item (a) only ratifies an already widely applied practice. International aid operations are in fact either the result of a specific request by the State affected or threatened by a disaster or an offer of assistance from a third party State or States and accepted by the Beneficiary State. However, this principle should also be interpreted as the logical consequence of the need for co-operation between States. Indeed, only regular exchanges between State civil defence services will enable the request for and offer of aid to be aligned as far as possible to the potential and needs of each party.

In the same way, such prior co-operation would allow States to reduce their reaction time when requesting or offering assistance (item (e)). The ICDO has deliberately chosen not to lay down a precise time limit for examining these offers and requests and has confined itself to inviting States to reply «within the shortest possible time». It was proposed in this connection that the time limit be fixed at one week. However, although this time limit may appear to be acceptable in certain cases, such as risk prevention and associated matters, it is not suitable when rescue operations are undertaken⁹.

Item (b) makes a fundamental principle of the fact that offers of assistance must, *a priori*, be considered as humanitarian and solidarity gestures (point (d)) made by a Supporting State towards a Beneficiary State and that they should not be tainted by any political considerations. It is sad indeed that some assistance operations fail because, for many reasons, the Beneficiary State interprets the offer of help as interference in its internal affairs. On the other hand the Supporting State undertakes to respect the sovereignty, independence and territorial integrity of the Beneficiary State, to respect the legislation in place in the country and in no case to base offers of aid on discriminatory clauses and criteria (item (c)).

Finally, the ICDO did not deem it within its remit to determine whether the assistance costs involved should be for free or reimbursable. It thus appeared more advisable to consider that this question should be dealt with according to the modalities laid out under article 4) (b) of the Framework Convention.

ARTICLE 4

Where Article 3 defines the general principles on the basis of which a strategy of trust should be founded, Article 4, for its part, lists the rules of behaviour which should govern all collaboration in the field of Civil

⁹ According to a report by the World Health Organization (WHO), following the earthquake in Izmit (Turkey) on 17 August 1999, «The request for health services arises in the first 24 hours following a disaster. Most of the wounded appear in medical establishments in the course of the first 3 to 5 days».

Defence between Supporting and Beneficiary States.

These rules should be laid out clearly here and prior to any disaster requiring international collaboration for the following reasons: such rules are difficult to draw up because by definition they relate to the sovereignty and territorial integrity of State, and therefore cannot be drawn up in haste when disaster strikes.

This Article is divided into two parts. The first deals with the general conditions applying to the Convention (item (a)), the second invites all States Parties to establish, if necessary, particular conditions regarding the implementation conditions of the Convention (item (b)).

General conditions

In order to enable an offer of Assistance that is adapted to the situation in hand, and to ensure the smooth running of aid operations it is the Beneficiary State's duty to supply other States with as complete an overview of the situation as possible.

Of course, this refers to «necessary» information only, that is to say information which is directly relevant to the co-operation project.

Moreover, under the Convention the obligation only applies to «available» information. Indeed, it is difficult for the authorities to have a global and realistic picture of the situation in the hours immediately following a disaster, mainly because of damage to communication and transmission networks.

In most cases the Assistance will lead Civil Defence Units from the Supporting State into the territory of the Beneficiary State¹⁰. This raises a number of legal questions linked to the State's national legislation (administrative and customs' procedures, right of abode, etc.) that could slow, stop or abort all Assistance projects. This is why, in order to ensure the

efficiency of the Assistance, the Convention invites the Beneficiary State to reduce and simplify to the barest minimum the formalities for entry into the country.

In the same way, once *in situ*, the Civil Defence Units of the Supporting State, must, in conformity with the national legislation of the Beneficiary State, be exempted from the rule of common law (privileges, immunities) so as to allow them to carry out their mission in the best possible conditions. These and the operational framework in which they fall will be defined jointly between the parties (item (4)). In this regard States may be inspired by current most common practices. It may be acceptable that, in order to preserve unity of command, the Civil Defence Units of the Supporting State operate under the authority of the Beneficiary State.

Once the mission to which they were assigned is over, or at the request of the Beneficiary State, or by decision of the Supporting State, the latter will organise the return of its Civil Defence Units.

Finally, States Parties should facilitate transit of the Civil Defence Units of the Supporting State to the Beneficiary State where the Civil Defence Units need to transit through their territory.

Special Conditions

The ICDO, well aware of the special conditions surrounding collaboration in this field, through this clause would like to encourage all States Parties to define precisely through agreements or understandings all the provisions of the Framework Convention that they judge to be necessary. This relates in particular to material and technical questions, inherent to assistance operations at an international level, such as the modalities for border crossings, co-ordination and operational management, of expenses relating to interventions, compensation (in case of damage to personnel and/or equipment), etc.

Such negotiations should be greatly facilitated by the various principles that govern Assistance (Article 3).

¹⁰ Subject to prior request from or acceptance by the Beneficiary State.

ARTICLE 5

This Article makes a provision which is usually laid down in all international instruments.

ARTICLE 6

A State may, when signing, ratifying, accepting or approving the present Convention, or acceding to it, express reservations on condition that these are not incompatible with the object and aim of the treaty¹¹.

Such reservations do not have to be subsequently accepted by the other States Parties.

ARTICLE 7

Signature

Article 7 (a) envisages signature subject to ratification, acceptance or approval. Thus, signature does not definitely bind States under the Convention. Only ratification, acceptance, approval or accession does this. In other words, by signing, the States only commit themselves to study the possibility of introducing the Convention into their domestic legal framework.

Because of its universal nature the Convention is open to signature by all States without distinction.

Ratification, acceptance or approval

Ratification, acceptance or approval are the natural and indispensable judicial acts which follow all signatures. Only these different modes of expressing consent to be bound, which depend on the legal procedures of each signatory State, can conclusively bind States Parties under the Framework Convention. This double act (signature and then ratification, acceptance or approval) can be replaced by the single act of accession.

¹¹ Article 19, Vienna Convention on The Law of Treaties, 23 May 1969.

Accession

Accession is a single act which expresses a State's firm agreement to be bound by the Framework Convention. Therefore, as with ratification, acceptance and approval, it presupposes an in-depth study of the different provisions.

In practice, treaties are only open to accession after the end of the period during which they are open to signature or after the entry into force of the treaty which depends on the number of, but particularly on the time taken by States to ratify, accept or approve it. In conformity with current tendencies in Treaty Law, and so as not to delay States willing to be bound under the treaty, the ICDO has chosen to give them the possibility of accessing to the Convention before it comes into force and as soon as it is open for signature.

Forms of ratification, acceptance, approval or accession

The deposit of the instrument of ratification, acceptance, approval or accession with the Depository is done by the representatives of the State to the Depository or by correspondence.

ARTICLE 8

Entry into force

Article 8 (a) determines when the Framework Convention becomes part of the international judicial order. The entry into force also signifies that it commences to have legal effect with respect to the first two parts.

Item (b) specifies the date the Framework Convention, other than the first two parts, comes into force with regard to States which ratify, accept, approve or accede to it at a later date.

The sixty days between the deposit of the instrument of ratification, acceptance, approval or accession and the entry into force of the Framework Convention must be used by States Parties to take all legislative and regulatory

measures needed to ensure respect of their commitment.

ARTICLE 9

The organization of an international conference every two years is intended to review progress made and the difficulties met in implementing the present convention and, more generally, to examine the evolution of international co-operation in the field of Civil Defence.

ARTICLE 10

The present Convention may be amended by agreement between States Parties. All proposals to amend the Convention will be notified to all contracting States and will be the subject of a debate during the next biennial Conference mentioned in Article 9 of the Convention.

ARTICLE 11

Any denunciation will be made, as in the case of ratification, acceptance, approval or accession, by notifying the Depository who will inform the States Parties and non-Parties and the Secretariat of the United Nations.

Denunciation only affects the State concerned, that is to say relations between that State and other States Parties. Relations between the other States Parties remain unchanged.

ARTICLE 12

The Depository must notify all States and the Secretariat of the United Nations of all deposits of an instrument of ratification, acceptance, approval or accession and of any reservations and declarations that may accompany them (Article 9 (1)).

Similarly and according to the same stipulations the Depository will give notice of all denunciations of the Framework Convention.

REGISTRATION

In conformity with Article 102 of the United Nations Charter, the Depository will transmit the present Framework Convention to the Secretary-General of the United Nations for registration and publication, and will advise him of all ratifications, acceptances, approvals, accessions and denunciations received.

ORIGINAL TEXTS

The safekeeping of the original text of the Framework Convention is the responsibility of the Depository office, which will provide certified copies to States Parties to the Convention.

The present Convention is drawn up in six languages: Arabic, Chinese, English, French, Russian and Spanish, which are all equally valid, that is to say they faithfully represent the provisions adopted during the negotiations.

**FRAMEWORK CONVENTION
ON CIVIL DEFENCE ASSISTANCE
22 MAY 2000**

Signatory States

Algeria	01 February 2001
Armenia	30 October 2000
Benin	03 November 2000
Cameroon	02 November 2000
China	30 October 2000
Democratic Republic of Congo	30 October 2000
Egypt	30 October 2000
Haiti	02 November 2000
Jordan	30 October 2000
Libyan Arab Jamahiriya	02 November 2000
Mauritania	30 October 2000
Monaco	30 October 2000
Morocco	30 October 2000
Niger	30 October 2000
Philippines	30 October 2000
Senegal	30 November 2000
Tunisia	19 October 2000
Ukraine	30 October 2000
United Arab Emirates	30 October 2000

As of 27 March 2001

**FOR THE ADMISSION
OF THE INTERNATIONAL CIVIL DEFENCE ORGANISATION
(ICDO)
TO THE STATUS OF SPECIALISED AGENCY
OF THE UNITED NATIONS ORGANISATION (UNO)**

Resolution

of the General Assembly of the
International Civil Defence Organisation
(ICDO) concerning the admission of
the ICDO to the status of specialised Agency
of the United Nations
14th session
2-3 November 2000
Geneva

THE GENERAL ASSEMBLY,

ACKNOWLEDGING the report of the
Commission on «Strengthening and
modernising the ICDO» which met in Geneva
on 1st July 1999;

ACKNOWLEDGING the developments which
have taken place with respect to the the
ICDO's accession to the status of Specialised
Agency of the United Nations;

CONSIDERING that this matter cannot be
successful without the active participation of
all ICDO Member States, and in particular
those who are members of the Economic and
Social Council of the United Nations
Organisation (UN);

SOLEMNLY INVITES all Member States, in
consultation with the Secretary-General of the
ICDO, to take, individually or collectively, all
the necessary steps to have this question
included in the agenda of the UN Economic
and Social Council ;

SOLEMNLY INVITES the ICDO Member
States sitting on the Economic and Social
Council to vote and request others to vote in
favour of the ICDO's accession to the status of
Specialised Agency of the UN when this
matter is debated by the Council.

The document entitled: «*For the admission of
the International Civil Defence Organisation
to the status of Specialised Agency of the
United Nations - RATIONALE*» has been
drawn up by the Secretary-General of the
ICDO.

**1. Civil Defence and the United Nations
Organisation**

In 1965, through General Assembly
Resolution 2034 entitled: «Assistance in times
of Natural Disaster» the United Nations
Organisation invited those States which had
not already done so to put in place appropriate
measures in terms of planning and action
adapted to their particular situation with a
view to defining the scope and nature of the
aid necessary and to centralising the
management of emergency operations in
disasters.

In the majority of States, the «appropriate
measures in terms of planning and action»
with a view to being able to deal with
disasters, whether natural or man-made, are
known by the following terms: **CIVIL
PROTECTION**, a term used mostly in
French-speaking countries, or **CIVIL
DEFENCE**, the term usually used in
anglophone countries, or **CIVIL SAFETY**
and **EMERGENCY MANAGEMENT
STRUCTURES**. The term civil defence will
be used hereinafter as the generic term.

To be more precise, civil defence is the
system which States have put in place with a
view to ensuring **PROTECTION** of and
ASSISTANCE to populations, as well as to
**safeguarding property and protecting the
environment**, that is preservation of
conditions needed for existence, in the face of
natural and man-made disasters.

Thus, since 1965, the UNO has recommended to States that they develop and reinforce their systems for civil defence but has also requested that when they provide emergency relief in times of catastrophe, they use the appropriate services in place in the affected countries, that is to say National Civil Defence Structures.

The United Nations Organisation therefore recognises the role of civil defence as one which is able to contribute:

- **on the one hand to the respect and promotion of fundamental human rights - the rights to life and to health in particular -**
- '
- **and on the other to international cooperation with a view to resolving problems particularly of an economic, social and humanitarian nature,**

this role is in accordance with Article 1 of the Charter which specifies the objectives of the UNO.

2. The mandate of the International Civil Defence Organisation

The ICDO was established in 1972 as an inter-governmental organisation with a view, under the terms of its Constitution, of «intensifying and co-ordinating on a world-wide scale the development and improvement of organisations, means and techniques for preventing and reducing the consequences of natural disasters in peacetime or of the use of weapons in time of conflict».

The aim of the ICDO therefore is to contribute to the development by States of systems of civil defence, of civil protection, of civil safety and of emergency management structures, in accordance with the terminology employed by each country. The ICDO federates these national structures and works in the following three spheres:

- building of capacities of national civil defence structures
- international cooperation in terms of civil defence
- and promotion of prevention in terms of disasters.

In comparing the mandate of the organisations within the United Nations System, as well as those of other international governmental and non-governmental organisations with that of the ICDO and in taking into consideration the specific tasks which the ICDO carries out, it would appear that **the mandate of the ICDO is original and unique.**

In fact, not one other organisation in the world takes responsibility for contributing to the building and strengthening of civil defence structures by States.

Furthermore, the tasks of the ICDO are not shared with other organisations, in particular as far as the development of capacities of national structures for civil defence are concerned.

In terms of the nature of the mandate of the ICDO, it is for its part an universal one, since it aims to contribute to the development of national structures as described under the terms of United Nations Resolution 2034 and to facilitate international cooperation between them.

The universality of the mandate of the ICDO and the tasks which it carries out can be shown in as much as several States which are not members of the ICDO have regularly participated at World Conferences on Civil defence organised by the ICDO and specifically at the Amman Conference (1994), from which the Universal Declaration on Civil defence emanated, and the Beijing Conference (1998), after which the «World Action Plan for the Development of Civil defence was adopted: Protection and Assistance for All in the face of disasters in the 21st Century.»

It must be added at this point that at the International Conference for finalising the Framework Convention on Civil Defence Assistance organised by the ICDO in May 2000, which is part of the implementation of the Beijing Declaration, there were as many Member States participating as non-Member States of the ICDO.

The same has been the case at the Ministerial Conference «Civil Defence: a

Tool for Sustainable Development» which took place in October 2000 and which will put forward a long-term financing plan for the building of national civil defence structures. This also falls within the context of the implementation of the Beijing Declaration.

3. Civil Defence, the ICDO and the international judicial order

The diplomatic conference on the reaffirmation and development of international humanitarian law as applicable in armed conflicts which was held from 1974 to 1977 included civil defence in Additional Protocol 1 to the Geneva Conventions and gave it a protected status as well as an international distinctive sign: an equilateral blue triangle on an orange ground.

Civil defence therefore has an important position in terms of International Humanitarian Law (IHL), particularly since **on 31 December 1999 there were 155 States Parties to Additional Protocol 1 to the Geneva Conventions and which therefore recognise civil defence.**

The 26th International Conference of the Red Cross and the Red Crescent which took place in Geneva in 1995 recalled the importance of Civil defence in international humanitarian law and, under the terms of its Resolution on the Protection of the Civil Population during armed conflicts, invited the States Parties to Additional Protocol 1 to implement and disseminate the rules of this Protocol as far as Civil defence was concerned. Furthermore the Conference recommended that the ICDO, in collaboration with the International Committee of the Red Cross, encourage international cooperation in this area, and also the placing of this issue on the agenda in meetings relating to international humanitarian law.

In this manner the ICDO promotes international cooperation in the humanitarian sphere, which is one of the aims of the United Nations as set out in article 1 of its Charter and works towards respect of international humanitarian law, the last resort for civil and military victims of armed conflicts.

4. ICDO collaboration with the United Nations system

The ICDO has collaborated with the United Nations System for several years and has excellent relations both with the United Nations Organisation and with the Specialised Agencies which are involved in Protection and Assistance for populations in the case of natural and man-made disasters.

It is in this way that an agreement between the ICDO and what was at the time the United Nations Disaster Relief Organisation (UNDRO), now known as the Office for the Coordination of Humanitarian Affairs (OCHA), was drawn up in 1989. This agreement describes perfectly the relations between the ICDO and the UNO by noting the fact that **«although pursuing a humanitarian end in common and operating at different levels, the two organisations are complementary in terms of their ongoing struggle where disasters are concerned»;** and that collaboration between the two organisations, particularly in the area of training and technical assistance is liable to contribute positively to the strengthening of the activities of the ICDO and of UNDRO».

Furthermore, in 1996 the ICDO became a full member of the Contact Group and the Inter-agency Committee for the International Decade for Natural Disaster Reduction (IDNDR) of the United Nations, with a view to implementing the Action Plan for the prevention of natural disasters adopted in Yokohama in 1994, this in the framework of a multi-sectorial approach alongside Specialised Agencies such as the World Health Organisation, for example.

It is within this framework that during the 12th session of its General Assembly (Moscow, 1996), the ICDO adopted a resolution which urged «Member States, the International Community as a whole and the United Nations Systems in particular to institutionalise the coordination of the struggle against natural and other disasters before the end of the nineties even, and this in a way which would integrate and coordinate the actions taken by different partners, whether they be international governmental and non-governmental

organisations, or national institutions which are active in the area of civil defence».

More recently, at the beginning of the year 2000, the ICDO was invited by the International Strategy for Disaster Reduction (ISDR), which was born out of the International Decade for Natural Disaster Reduction, to become a member of its Inter-Agency Task Force.

It should be highlighted that the ICDO has collaborated or collaborates with Specialised Agencies of the United Nations such as the World Health Organisation (WHO) or the United Nations Institute for Training and Research (UNITAR) on particular subjects.

It would appear therefore that the United Nations System has always collaborated with the ICDO to both parties' mutual satisfaction.

The United Nations System recognises, as does the ICDO, the complementarity of the two organisations and welcomes, as does the ICDO, results of the collaboration which have been implemented to date.

It is to be regretted, however, that although the ICDO is a *de facto* part of the network instituted by the United Nations to fight against disasters, it does not have a place *de jure*.

5. Benefits for both parties in the granting of the status of United Nations Specialised Agency to ICDO

Given what has been outlined already, it appears clearly that :

- **it is in the interest of the United Nations to finalise and maximise the measures that it has put in place in order to fulfil the aims**

described under article 1 of its Charter, by integrating the ICDO into these measures ;

- **that it is in the interest of the ICDO to develop the potential of its World Action Plan in order to develop civil defence within the**

United Nations System, particularly in the areas which are currently being implemented, that is the Building of

National Civil Defence Structures and Development of International Cooperation in terms of civil defence;

- **that it is in the interest of both parties to strengthen and to develop the synergies which exist between them and which have proved to be fruitful for their Members.**

Article 57 of the Charter of the United Nations states that «various specialised agencies, created through inter-governmental agreements and provided, through the terms of their statutes, with international responsibilities spread throughout the economic, social, educational, public health, intellectual culture and other related domains are linked to the Organisation». Since the ICDO fulfils all the above-mentioned conditions and works in «related domains» it should be granted the status of a Specialised Agency.

6. To conclude

To date several States have shown their support to the Secretary-General of the ICDO regarding the question of granting the Organisation the status of Specialised Agency of the United Nations.

Although the number is a creditable one it is still not high enough. The ICDO is therefore inviting all States, whether they be Members or not, to take a position as quickly as possible on the issue so that a concerted strategy can be defined with a view to having the issue placed on the agenda of the next session of the Economic and Social Council of the United Nations.

For its part, in February 2000 the Organisation of the United Nations made it known to the ICDO through the Bureau of the Under-Secretary General responsible for the Department of Economic and Social Affairs, that it intends to increase its collaboration with the ICDO in order to further strengthen international cooperation in the area of civil defence and in the fight against disasters.

INVESTMENT IN PREVENTION MEASURES : OFFERING A HIGH, BUT OFTEN IGNORED, RETURN

It will never be said often enough that the prevention of crises and natural or man-made disasters is a costly affair. Prevention is, in a sense, the submerged, hidden part of the gigantic iceberg which the management of disasters constitutes. Prevention is often the event which does not happen, the fire which does not break out, the volcanic eruption which causes no casualties. This is certainly not spectacular, but it is capital.

Unfortunately these days non-events do not pay. In a world in which the media increasingly and frenetically direct attention towards more and more happenings of every kind and nature, it is difficult to mobilise individuals and society for what has not happened. Happy people have no history it is said. And, one is tempted to add, do not interest anyone. It is true that the emotion, arising from disasters and their aftermath of unhappiness and sufferings, is the catalytic agent which allows a rapid mobilisation of resources - financial and material assistance - by states and citizens. After the disaster, compassion and publicity obliging, contributions flood in.

Focusing public attention to the need for prevention is therefore a thankless task. Mobilising resources to this end is not at all gratifying. Industrialists, who create risks and whom governments and local collectivities order to prevent and reduce the dangers which they engender, know it well enough. The effort to be undertaken is important, the measures to be implemented are far from being gratuitous, and in any case who is grateful to them? Very few people. In many countries in fact security has become a right; so much the better, even though this right has a price. This is not the case everywhere however: how many

dangerous installations are there still in service throughout the world at the moment despite it having been established that they present grave dangers: petrochemical works, nuclear plants, road and rail communication connections... And what about human habitat in regions known to be prone to disasters such as floods and earth quakes, for example. The accident is awaited. It will happen and it will cause casualties. Preparations are made.... But it must not be forgotten that its cost will certainly be higher than that of the prevention measures which could have been implemented to avoid it.

Even though prevention sells badly, national civil defence organisations must make it the instrument of their action.

Amongst the tasks which fall to them, three important ones must be cited: civil defence organisations must ensure that all institutions concerned at the national, regional and local level take into consideration the need for prevention and the reduction of risks; they must take part in the effort to mobilise the financial resources necessary for the implementation of adequate measures; and it is also up to them in the final instance to develop within the society a true awareness of prevention which could be summarised thus: identifying risks and dangers and taking adequate measures to reduce them, if not prevent them altogether.

On its part, the ICDO, whose main activities reside as a matter of fact in the field of prevention as regards the management of emergency situations, will continue to call for this concept to be more widely taken up by national civil defence organisations.

CIVIL DEFENCE : A RIGHT AND A DUTY FOR ALL

Man is exposed to all kinds of risks throughout his life. He expects the State, whose duty it is to protect the population against dangers, to ensure the protection and safety of his person as well as of his property and environment.

This is not just expressing a need. It is claiming a right. Just like the right to life or the right to health, the right to safety and civil defence is to be informed of the risks which everyone can run and it is equally the right to be protected against the consequences of disasters and other emergency situations.

If civil defence is truly the State's responsibility, it must not be forgotten that it is also the citizen's. Civil defence is indeed everyone's concern.

In the face of accidents, disasters or other emergencies, civil defence is also a duty which everyone must fulfil in a spirit of individual responsibility and solidarity with others. In fact, it is a citizen's personal responsibility to inform himself of the risks and dangers he may run. It is also his own responsibility to take all the measures he can to protect himself against the consequences of disasters and hostilities, as well as against other emergency situations which may occur.

Everyone is concerned, be it with prevention and preparedness or with intervention in case of a disaster, and everyone

must commit himself to ensure his own protection and provide aid and assistance to others.

When disasters or accidents occur, the immediate and reliable provision of first aid can mean life or death to a victim or spare him incurable damage. In the absence of professional rescuers, whether civil defence personnel, firemen, or the Red Cross or Red Crescent, we all have an important role to play. This is what is called "the duty of assistance to persons in danger". This duty of assistance well shows that civil defence is a right and a duty for all.

Reference should be made in this context to the importance of training for preparedness and intervention in the face of accidents and disasters, and to stress the fact that it is the duty of everyone, each within his own means, to be able to ensure the safeguard of life, property and the environment.

This is why on the occasion of the Civil Defence World Day of 1 March 1998, I invite all national civil defence services are invited to develop, and to make known to the population, their training activities in disaster preparedness and in first aid techniques. Finally, the fact that it is up to every one of us to assume his responsibility in the face of disasters and to show solidarity with the victims should be stressed.

CIVIL DEFENCE SHOULD BECOME PART OF SCHOOL PROGRAMMES

In view of the increase in the number of disasters and of victims of disasters in the world, it is more than ever necessary to think in terms of prevention and preparedness in the face of disasters.

In most countries programmes for the information and education of the population are regularly implemented at the initiative of governments and also of governmental and non-governmental organisations with the aim of preventing and preparing for disaster situations.

Many efforts are thus made at all levels of society, in social and professional circles, in favour of different age groups of the population - young, adults and elderly - to develop a prevention and preparedness "culture" in the face of the risks and dangers which can befall the individual as much as the society in which he lives.

The various actions undertaken in this field have demonstrated their efficiency everywhere in the world: it is recognised and proven today that information and training are the two best means of reducing the number of disasters and limiting their consequences. It is also acknowledged that the earlier the basic principles of self-protection and of responsibility in the face of disasters are inculcated, the more positive the results. Young children and adolescents are thus the target of the information and training campaigns which are regularly launched in this connection.

This statement needs to be qualified however. While the teaching of history,

geography or mathematics is the object of extremely systematic pedagogical studies, it is a fact that this is not so in the case of training in risk and disaster prevention and preparedness. In this case, it is preparedness to natural disasters which is highlighted sometimes whilst domestic accidents or road safety are emphasised at other times. Finally, there are few States in which these subjects are treated in schools in a comprehensive and systematic manner.

It is in this context that the International Civil Defence Organisation advocates the development of a global strategy in the field of prevention and preparedness in the face of accidents and disasters, which will be based on devising and implementing adequate pedagogical programmes. Civil defence comprises indeed all the measures aimed at preparing for, and intervening in the face of, accident and disaster situations, natural or due to man. Civil defence must consequently be the subject of school programmes, from infant school to the end of compulsory schooling, and be taught like any other subject.

The ICDO means therefore to promote a global concept of training in civil defence and to collaborate to this end with the pedagogical circles concerned, in developing as well as in developed countries.

This is why on the occasion of Civil Defence World Day, on 1 March 1999, at the dawn of the 21st century, the ICDO invites all countries to consider the integration of civil defence into school programmes.

THE INTERNATIONAL CIVIL DEFENCE ORGANISATION (ICDO) FROM 1931 TO 2001 : HISTORICAL BACKGROUND

by
Pascal Gondrand
Private Secretary
and Head of the ICDO Information Department

In 1931 the French Surgeon-General Georges Saint-Paul founded in Paris the "Lieux de Genève Association" from which the present International Civil Defence Organization (ICDO) originated. Under "Lieux de Genève" or "Geneva Zones" (Geneva : Henry Dunant's birthplace, home of the Red Cross, headquarters of the League of Nations), the Surgeon-General meant neutralized zones or open towns in which some categories of the civilian population could seek refuge during wartime. He particularly had in mind women, children, and sick and elderly persons. The idea of the founder of the "Geneva Zones" was in effect to create in all countries well-demarcated safety zones or localities established on a permanent basis or moreover recognized as such, already in peacetime, by bilateral or international agreements. This programme was presented for the first time by Georges Saint-Paul, as early as 1929, in a medical journal. It was then developed in newspaper articles and at numerous conferences. Later, in 1935, on the initiative of the "Geneva Zones Association" the French Parliament unanimously adopted a resolution inviting the League of Nations to study the means of creating in every country, according to the agreements ratified by the League of Nations, localities, places or zones which would in case of armed conflict be preserved from all combat and use for military purposes...".

The Surgeon-General Saint-Paul died in 1937, the same year as, at his request, the Association was transferred from Paris to Geneva and became The International Association for the Protection of Civilian Populations and Historic Buildings in Wartime. It was one of his most faithful colleagues and friends, the Genevese Henri George who from then on took over the Association as its Secretary General. It was on his initiative that the "Geneva Zones" intervened between the

belligerents in the Spanish Civil War (1936) and in the Sino-Japanese conflict (1937) and were able to obtain the creation of neutralized zones for some categories of non-combatants in Madrid and Bilbao as well as in Shanghai and Nanking. Although the experience had been very limited, it had shown that, under certain conditions, the safety zone idea could be applied in some form.

During the Second World War none of the belligerents agreed to create, and least of all recognize, safety zones for the benefit of anyone at all. Georges Saint-Paul had repeated many times in his articles and at conferences : "It is before the war, before hostilities are declared that it is necessary and worthwhile to determine in which way the lot of combatants and the population may be alleviated... when war has begun, when violence strikes, it is too late". The Founder of "Geneva Zones" had stressed the essential elements : prevention, the idea which was from then on taken up and enlarged upon by his successors in all areas relating to population protection.

In 1947, Henri George published an important work entitled "Modern War and Civilian Protection" with the following reference : "published by the General Secretariat of the "Geneva Zones", "Truce Areas" International Association for the Protection of Civilian Populations and Historic Buildings in Wartime or Armed Conflicts". A true manifesto aimed at public opinion, the work recalled the action of the Surgeon-General Saint-Paul, the experience acquired but in particular presented a preliminary draft of an international Convention relating to the creation of "safety areas called Geneva Zones". The ideas and principles developed in this manifesto were the fount of inspiration for the drafting of texts presented to the Geneva Diplomatic

Conference held in that city from May to August 1949 to revise the first three Geneva Conventions and to adopt a fourth : the one precisely "relative to the protection of civilian persons in time of war". Whereas the draft Convention of the "Geneva Zones" envisaged vast zones, combined with the protection of monuments, and even historic or artistic cities, able to be used as refuge simultaneously by the wounded and sick in armed forces and some civilian categories such as women, children, sick and elderly persons and invalids, the Diplomatic Conference itself divided the draft into two distinct parts. It ratified on the one hand the existence of "hospital zones and localities" for the wounded and sick in the armed forces (Article 23 of the 1st Convention) protected by the Red Cross emblem and created, on the other hand, "hospital and safety zones and localities so organized as to protect from the effect of war, wounded, and sick and elderly persons, invalids, children under fifteen, expectant mothers and mothers of children under seven" (Article 14 of the IVth Convention); these safety zones themselves being protected by a new sign consisting of oblique red bands (Article 6 of Annex 1). There can be recognized the two oblique red bands which constituted the emblem of the Geneva Zones and which still appear on that of the ICDO until 1998.

In 1951, twenty years after its creation the International Association of Geneva Zones was still trying to implement the ideas of its founder aimed at preparing and developing, already in peacetime, places of refuge for the civilian population, these "safety zones" that the belligerents would accept to respect by virtue of the Humanitarian Law, explicitly expressed in the Geneva Conventions of 12 August 1949. On the basis of protection provided for in the Geneva Conventions, the General Secretariat of the Geneva Zones then devoted itself to the study and preparation of future safety zones. To this end plans for evacuation and population transfer to the zones to be developed were studied and perfected with the cooperation of the municipal authorities of various European cities. From then on an exchange of ideas and plans proved useful and indeed necessary. It was for this purpose that an international Conference was held in Berlin in 1954 on the problem of the protection of civilian

populations in wartime by the creation and recognition of neutralized zones and open cities. In the annals of the ICDO this meeting later became known as the "First World Civil Defence Conference".

Following the resolutions adopted by the Berlin delegates, the International Association endeavoured to spread to many countries the principle of preparation of places of refuge whilst collaborating with the national Civil defence institutions and organizations which were formed in the face of the threat of a new generalized conflict.

In July 1956 the "Geneva Zones Information Bulletin" was entitled CIVIL DEFENCE and its editorial foreshadowed the Association's development : *"The resumption of general action by the Geneva Zones Organization for the protection of children, mothers, the aged and invalids in case of war coincides with the development of national Civil Defence bodies in different countries... The Geneva Zones continue their efforts in instigating the evacuation of non-combatants to refuge places and zones known as "Geneva Zones" to work out development plans for these places and to promote at an international level Civil Defence measures, thus acting as a clearing house between the different national Civilian Defence bodies"*.

The Second Civil Defence Conference of an international character took place in 1957 in Florence. During this meeting the delegates assigned to the International Association of Geneva Zones the task to extend its activities to all questions relating to the protection of man and his environment by becoming an international organization specialized in Civil Defence matters.

Geneva Zones conversion into Civil Defence

In January 1958 the International Association of Geneva Zones, a private body, was changed into the International Civil Defence Organization and given new statutes allowing membership in the Organization to individuals as well as corporate bodies such as associations, societies or even Governments. The aims of the Organization extended and

while it continued to deal with places of refuge and safety zones, it was also assigned the responsibility of establishing liaison between national Civil Defence Organizations, undertaking and promoting studies and research on population protection matters and facilitating the exchange of experience and the coordination of efforts in the area of disaster prevention, preparedness and intervention.

On the basis of its new statutes the ICDO convened in May 1958 the Third World Civil Defence Conference at Geneva. The Agenda of the Conference included : atmospheric radioactivity, decentralization, evacuation and shelter of populations in wartime; international status of Civil Defence personnel; protection of cultural property. Compared with the anxieties of that time, it can be noted that now later nuclear tests in the atmosphere are prohibited, atomic shelters have increased in many countries, the Civil Defence personnel enjoy international status entered in the International Humanitarian Law and that cultural property is protected by international agreements.

From the beginning of the 1960's the ICDO considerably altered its horizons by undertaking its aims for population protection in wartime to concentrate its approach on the problem of natural and technical disasters in peacetime.

In 1966 at Monaco following the Second International Conference on Radiological Protection, the representatives of the Member States of the ICDO, at its Constituent Assembly, adopted the text of the present Constitution which conferred on it the status of an intergovernmental organization. This Constitution is in fact an international Convention binding the High Contracting Parties and thereafter each country which, by depositing its ratification instruments, adhered thereto as a Member State.

The preamble to the Constitution defines the aims of the Organization expressed as follows : "to intensify and coordinate on a world-wide scale the development and improvement of organizations, means and techniques for preventing and reducing the consequences of natural disaster in peacetime or of the use of weapons in time of conflict". The Constitution effectively came into force on 1 March 1972 at

the first General Assembly of Member States. Thereafter, the Constitution of the ICDO was registered in 1975 at the United Nations Secretariat in New York according to Article 102 of the Charter and published in the United Nations Treaty Series. Finally, the Agreement signed on 10 March 1976 between the Swiss Federal Government and the ICDO settled the juridical status of the Organization in Switzerland.

The 1966 Constitution conferred on the ICDO a certain number of tasks aimed in fact at assuming, on an international scale, the responsibility of promoting protection and safety of persons and property faced with all types of disasters and gathering within itself the national authorities of the members countries, entrusted with the implementation of these measures. It is worth mentioning that the General Assembly of the United Nations, in its resolution 2034 adopted in 1965 called upon "governments to establish an appropriate planning and executive body, best suited to their particular circumstances with a view to defining the scope and nature of the necessary assistance and centralising the management of relief operations".

Furthermore, the ICDO was associated with the preparation of the Additional Protocols to the Geneva Conventions by taking part in expert meetings which led to the final drafting of these Protocols in 1977. The role of the ICDO and its Member States in defining Civil Defence in the new Humanitarian Law and the precise tasks assigned to it had been decisive. In addition, a specific article (Protocol I, Chapter VI, Article 64) extends the protection granted by the belligerents to national Civil Defence Organizations as well as to "relevant international organizations". As can be seen, the idea of International Civil Defence had also been introduced into the Humanitarian Law. However, this International Humanitarian Law, as an outcome of the Geneva Conventions, only applies in wartime. Many efforts therefore remains to be done to facilitate and, if necessary, legalize humanitarian operations in peacetime, namely international disaster assistance. The ICDO which, by decision of its Member States, has become a specialized organization in the protection of population and property in all disaster situations, has therefore mainly concentrated on working towards

intervention and international assistance in peacetime and consolidation of international cooperation in this field. The ICDO has indeed designed the Framework Convention on Civil Defence Assistance” which was adopted during an international conference held in Geneva on May 22nd, 2000.

Besides 11 World Civil Defence Conferences (Berlin 1954, Florence 1957, Geneva 1958, Montreux 1961, Geneva 1963, Geneva 1972, Caracas 1974, Tunis 1978, Rabat 1980, Amman 1994, Beijing 1998).

Amman and Beijing Declarations

The Amman Declaration, adopted at the 10th Civil Defence World Conference underlined the enriching diversity of civil defence role within society. The Conference invited states to take into consideration that the concept of “civil defence” should in itself be go beyond armed conflicts to engulf other humanitarian measures which aim at the protection of the population, their property and the environment. The ICDO is hence today one of the major instruments within the international system which was conceived by the states for disaster prevention, management, relief and rehabilitation. On the other hand, the 10th Civil Defence World Conference called upon the governments, in the countries which have not yet done so, to proceed through the ICDO to the creation of the appropriate civil defence structures, with the support of the developed countries if required.

In 1998, the 11th Civil Defence World Conference, held in Beijing, China was crowned by the adoption of a World Plan of Action for the development of civil defence which focuses inter alia upon the development of civil defence structures, international

cooperation in relief and assistance matters and promotion of prevention and preparation measures in the face of disaster.

The Geneva Declaration adopted during a ministerial conference organised by the ICDO in 2000 eventually recognised Civil Defence as an inevitable instrument of sustainable development in the face of natural and man made disaster.

Moreover the ICDO has organized 14 Technical Exhibitions of protection, relief and safety equipment as well as International Conferences on Radiation Protection (Monaco 1964 and 1966), on Industrial Civil Defence (Geneva 1960, Nancy 1970, Beirut 1975), on Disaster Medicine (Geneva 1968, Mainz 1977, Monaco 1979), on International Humanitarian Law related to civil defence (Gollion, Switzerland, 1997) and on Volunteer Work within Civil Defence structures (Tunis, 1999). The Organization has also held various international seminars : for Civil Defence Senior Management, on Civil Defence Medical services and on radiological protection, among others.

Summarising the progress achieved during the 70 years which separate the "Geneva Zones" of General Saint-Paul and the International Civil Defence Organization of today, it can be stated that the idea of protection of civilians in wartime has extended to that of protection and safety of the population in general thanks to the increase, coordination and planning, at an international level, methods, means and technology of a kind to prevent, fight and mitigate the consequences of accidents, disasters and calamities of all types, in peacetime or warfare.

**PROGRAMME OF ACTIVITIES
OF THE INTERNATIONAL CIVIL DEFENCE
ORGANISATION (ICDO)
2001 - 2002**

*Message of Mr. Sadok Znaïdi
Secretary-General of the ICDO
on the occasion of the 14th session of the General Assembly
2-3 November 2000
Geneva, Switzerland*

Mr. President,

Ladies and Gentlemen,

Before opening the debate on the various reports submitted to you I would like to begin by wishing you a warm welcome to Geneva on the occasion of this 14th session of the General Assembly. I hope from the outset that our work will be crowned with success and will fully benefit the Members of the Organisation and all those which it is its mission to protect and assist.

Since the last session of the General Assembly in Beijing in 1998, I have had the opportunity to maintain close working relations with most of you and I would like to thank you for this. I would equally like to assure you that we are entirely and always at your disposal since a permanent dialogue between us is not only indispensable, but is also of a nature such as to strengthen and improve the Organisation's work.

I should like to remind you once again that the ICDO, through its federating structure is rich through the richness of its members and that its primary aim is to unite the strengths of all its partners in order to reach goals which would most probably be unattainable on an individual level.

With regard to this I also believe that the Member States will be more and more often called upon to undertake joint actions, for example in the framework of the Organisation's permanent membership campaign, as illustrated in particular by the

actions led in the last few years by Senegal, whose commitment to the Organisation I would like to highlight again.

I would like to invite you to examine the various reports submitted to you in the light of what I have just told you. The objectives fixed for the years 1999 and 2000 by Resolution of the 13th Session of the General Assembly are nearing completion. We shall continue our efforts despite the limited means available to us. As I stated on the occasion of the Executive Council, the fruits of the 11th World Conference on Civil Defence, which was held in Beijing in October 1998, have been integrated into our thinking and actions. This is how the three strategic lines of action around which our work articulates are the development of national civil defence structures, international cooperation in the field of civil defence and the promotion of disaster prevention.

The period since has been marked by three topics: first, the Commission on "Strengthening and Modernising the ICDO", established on the occasion of the 31st session of the Executive Council in 1998, met on 2nd July 1999. Various important subjects were discussed, subjects which the General Assembly Executive Council will have the opportunity to study during this session since a number of proposals and resolutions elaborated by this Commission will be examined. All touch, in one way or another, upon the future of the Organisation and are extremely important as such. I would like to point out however that the question of ICDO's accession to the status of Specialised Agency of the United Nations will require a sustained

effort from our Member States who are also members of the Social and Economic Council of the United Nations. During the second half of 1999, I consulted all States, whether ICDO members or not, on this question and asked them whether they would be ready to give their support to this process.

The main points of the answers given can be found in the Activities Report submitted to you. For its part, the United Nations, whom I informed of the approach made to States, let me know that they supported the activities of our Organisation.

It is therefore of capital importance that the draft resolution proposed to this end does not go unheeded and that all ICDO Member States mobilise so that this question be put on the agenda of a forthcoming session of the Economic and Social Council.

As to the heart of this matter, I shall tell you this: the ICDO holds numerous assets as regards disaster prevention and preparedness as well as intervention when disasters occur. In all countries the national civil protection or civil defence structures are in the front line whether a small or a large disaster is concerned. As State instruments for facing up to disasters, that is as instruments without which nothing stable and long term can happen when it comes to ensuring protection and assistance to people and the safeguard of property and the environment, national civil defence structures must be developed and strengthened, especially in the countries most exposed to risks and in developing countries. The ICDO's mission is precisely this: to develop and strengthen national civil defence structures. Its accession as a specialised agency would allow it to better benefit from the synergy, which already exists and which already provides concrete results, with the United Nations system. The ICDO has collaborated in particular with the World Health Organisation and its disaster preparedness unit. The ICDO has also collaborated very actively since 1994 with the Secretariat of the International Decade for Natural Disaster Reduction (IDNDR). Moreover at the beginning of this year the ICDO became a member of the Inter-agency Task Force of the International Strategy for

Disaster Prevention, which replaced the Decade (IDNDR). Finally I should like to remind you, as a matter of interest, that it was in 1989 that the ICDO signed with what was then the Office of the United Nations Coordinator for Disaster Rescue and is to-day the Department for Humanitarian Affairs, an agreement for the division of tasks in the field of disaster management.

I am convinced that the entry of the ICDO into the fold of the United Nations can benefit the ICDO Member States as much as the United Nations itself. Indeed, the ICDO's mandate is very specific and characteristic to it. There is no overlap between it and the United Nations, and the ICDO's entry into the United Nations would not create any. And it seems right to me that the ICDO's objective should be universally shared, even by States that are not members of our Organisation. Moreover, the Member States should be proud of their Organisation. They created it of their own free will to meet real needs. And we should not be surprised if there are in our ranks numerous States which are among the poorest of the planet and the most exposed to disasters. These States wanted to play the solidarity and unity card in the face of hardship. And they were right. The ICDO is a living example of the saying "Help yourself and the heavens will help you". The ICDO Member States are responsible States which decided to resolve their problems and overcome them together. Moreover, the ICDO is a service organisation, with a universal character, which tries, within its means, to provide solutions to problems. What has been accomplished since its creation reflects the will of its Members to rely upon themselves to face all odds. Member States must be proud of this and find the words to convince those that have not yet joined our ranks. The accession of our Organisation to the United Nations has no other goal but to complete and strengthen the international mechanism that presently exists to face up to disasters. The ICDO will not present itself to the United Nations empty handed. It will bring the full weight of its national civil defence structures and all the experience and knowledge in disaster management that it has acquired over the years through its Member States. Finally, the ICDO will bring its mandate and all the benefits

which have been linked to it since its creation. This mandate is unique and is exercised by no other organisation than the ICDO.

The accession of our Organisation to the United Nations is an opportunity, as much for us as for the United Nations. However it is up to us to make the effort to persuade, and all our Members must share in this effort.

To return to the themes of our major activities, we should of course note the Conference on voluntary service in civil defence held in Tunis in 1999 and that for the finalisation of the Framework Convention on civil defence assistance, which was held here last May. As regards the latter, I would like to remind you that at the heart of our Organisation's mandate is the duty to favour international cooperation in the field of civil defence. This Framework Convention is an illustration of what the ICDO can and must propose with a view to better federating the national civil defence structures. Mutual understanding must be strengthened and trust established between national structures, whatever the name they go by – civil protection, civil defence, civil safety, emergency management. This Framework Convention is aptly named. The ICDO has wanted to offer all States a general technical and political preamble to all bi- or multi-lateral agreements in the field of cooperation in the face of disasters. We will continue our reflection along those lines in order to strengthen the cohesion between national civil defence structures. Another saying goes "United we stand divided we fall". The ICDO strongly believes that it is through union and solidarity at the universal level that the great scourges which affect this planet can be defeated. This is why the ICDO will continue to fight for the harmonisation and standardisation by States of the tools and procedures intended to face disasters.

As for the future, the path seems clear to me. Since the 1998 Beijing conference and thanks to the active participation of member States a new impetus was given to the ICDO and the three strategic axes I mentioned earlier were defined: the development of national civil defence structures, international

cooperation in the field of civil defence and disaster prevention.

We must now make an effort as regards the development of national civil defence structures. The services the Organisation proposes in this field must be expanded, since we are aware that Member States have great expectations. This is why, to follow up on this aspect of the Beijing Declaration, it was decided to put the emphasis on this strategic axis by strengthening the training activities offered to civil defence personnel. The range of different types of training – lessons, courses, seminars and others – must be developed in all fields relating to disaster protection and assistance. To this end the regional centres must play their role to the full and synergies must absolutely be achieved by those concerned with sustainable development. Civil defence is a tool of sustainable development. This is moreover the title of the Conference which we have held prior to this session. This is why it is important that we all commit ourselves to finance the development plan of civil defence structures which has been adopted. To invest in civil defence training is to invest in the future. To invest in the training of civil defence managers and personnel is to play the card of sustainable development in the face of disasters. This is what we will tell the banking and financial entities of the international community – World Bank, International Monetary Fund, regional development banks and others – which we will approach with a view to financing this plan. In order to finance this development it is advisable to approach the competent bodies and up to now, it must be recognised, the ICDO's approach was perhaps too characteristic of an agency with a humanitarian vocation.

This is why, far from losing interest in the urgent needs which may be expressed by our members when a disaster strikes, we wish to approach these from a different angle, one which is closer to our mandate and our specificity and which takes into account the international aspect of this matter.

To remain credible and be successful we must focus our requests for help on the development of national civil defence

structures, and especially on the aspect of disaster prevention and preparedness. Training is indeed the cornerstone of efficient national civil defence structures. I am sure that this theme will not leave the financial decision-makers of sustainable development indifferent and I am hopeful that they will be sensitive to the preventive character of our approach. Of course, it is important that the international community continues to play its humanitarian role when disasters strike one or another region of our world. And we will continue to associate ourselves with the humanitarian actions undertaken on an international level by relaying the calls of our member States and by facilitating international cooperation between national civil defence structures. We will continue to listen to our Member's urgent humanitarian needs but I am convinced that the ICDO can position itself as an intermediary and argue convincingly with the financial actors of sustainable development in favour of the development of national civil defence structures. We will therefore play this card.

Finally, always on the same important theme of the development of national civil defence structures, the ICDO must be more present at the side of its members. This is why we intend to offer to them our services to audit and provide advice on the subjects of management and organisation of national civil defence structures. We wish to establish within the Permanent Secretariat a true advisory service on the management of emergency situations, open to all members. This service will be in charge of promoting and implementing the international plan and budget for training civil defence managers and personnel which I have mentioned. It will also be responsible for organising audit and advice missions to Member States which request them and for establishing guidelines, that is governance models for national civil defence structures, which will be proposed to our Member States. A coherent, practical and useful system will therefore be set up within the framework of the ICDO's main area of activity, which is the development of national civil defence structures.

In this brief overview I wanted to highlight the main points of these two years and to

further clarify for you the context within which the 2001 and 2002 Activities Programme falls. As Secretary-General of this Organisation it is the coherence of our work which is my greatest preoccupation. Coherence between the past and the future, between what has been achieved and what must still be done. We have been campaigning since 1994 for the integration of disaster prevention and preparedness measures in the long-term economic and social development plans. This integration is achieved through the development of national civil defence structures.

The meeting of Ministers and Directors-General in charge of civil defence, which took place in 1997, and later the Beijing Conference of 1998 gave us the mandate to follow this path.

One by one the links of the chain are being connected. Step by step the structure is being constructed. Let us remain confident in our Organisation and give it the means to always serve better the cause of civil defence, which is "Protection and Assistance for All".

To conclude, I would like to thank you for the trust you show in me and to assure you of my total commitment to promote the ICDO's mission in the world during my two remaining years as Head of the Permanent Secretariat of the Organisation.

ICDO PROGRAMME OF ACTIVITIES FOR THE YEARS 2001 AND 2002

In conformity with article 23, paragraph h of the Constitution the Secretary-General presents to the Executive Council a draft programme of activities for the two years 2001 and 2002

1. INTRODUCTION

The programme of activities proposed for 2001 and 2002 falls, in particular, within the framework of :

- the general mandate of the ICDO as provided under the terms of its Constitution,
- the Resolution of the Ministers responsible, for and the Directors-General of, Civil Defence adopted in Geneva in 1997,

- the Beijing Declaration adopted by the 11th World Conference on Civil Defence which was held in 1998.

In view of these guidelines and taking into account the means available and foreseeable, the ICDO's Programme of Activities will articulate around its three priority fields of activity which are, *the development of national civil defence structures, international cooperation in civil defence matters and the promotion of disaster prevention.*

2. ACTIVITIES

2.1 DEVELOPMENT OF NATIONAL CIVIL DEFENCE STRUCTURES

Ensuring the safeguard of life, property and the environment in the face of disasters falls in the first place to States.

The instruments available to them to assume this obligation are, according to the terminology in use in each country, their national civil protection, civil defence, civil safety and emergency management structures. It is therefore up to States to develop the capacity of their national structures so as to be in a position to fully meet their protection and assistance tasks.

For its part, the ICDO intends to develop and strengthen its action in the following areas

2.1.1 Training of Civil Defence Personnel

The training civil defence personnel has always been one of the main activities of the ICDO. Over the next two years the ICDO intends to intensify its efforts by further improving and strengthening its programme of civil defence courses. To this end the ICDO Regional Centres should be strengthened and the creation of centres under development encouraged.

On the occasion of the Conference on « Civil Defence : a tool for sustainable development » which will be held in Geneva in October 2000 the ICDO will establish an *International plan and budget for the training of civil defence personnel* which will

be submitted to donors of the international community as from 2001.

The ICDO's efforts will focus on the systematic search, within both the public and private sectors, for funding to cover the plan's budget. Member States will be invited to very actively support all approaches to potential donors.

Moreover, the ICDO, which, in the field of the training of personnel enjoys, the very active support of the Swiss Federal Office of Civil Protection (OFPC), will propose to member States new courses given by the Swiss Civil Protection's Federal Instruction Centre in Schwarzenburg. The possibility of giving these courses directly in the member States interested is also under study with the OFPC.

2.1.2 Consultancy Services in the Management of Emergency Situations

Anxious to meet the needs expressed by member States in terms of expertise in matters of the development of their national civil defence structures, the ICDO intends to make available to them a consultancy service for *short audit and advisory missions* which members can call upon, and this also in times of disaster. Taking into account the limited means of the Organisation, this service will be established progressively and requests will be dealt with according to the urgency of the need.

2.1.3 Voluntary service in civil defence

As a follow-up to the Tunis declaration adopted in 1999 following the international conference on « Voluntary Service and Civil Defence Training at the Dawn of the 21st Century », the ICDO, in collaboration with interested organisations and institutions, will develop a « *Charter on Voluntary Service in Civil Defence* ».

2.1.4 Documentation

In the Library and Documentation Centre, the ICDO has at its disposal a very effective information management tool which will develop *its services in the field of documentation* for the benefit of member

States. The Centre's range of « products » will be further extended, by, for example, the new publication called « The development of national civil defence structures : Case studies and learning experiences » which will be available as of April 2000.

Moreover the ICDO's Internet site « www.icdo.org » will be further developed with a view to ensuring better communications with the Organisation's member States and partners.

2. INTERNATIONAL COOPERATION

2.2.1 Framework Convention in Civil Defence

The ICDO will continue its efforts to improve international cooperation in the face of disasters by *promoting amongst States the Framework Convention* on Civil Defence Assistance, the first version of which figures in the « World action plan for the development of civil defence » adopted as a result of the World Conference held in Beijing in 1998. In parallel, the ICDO will organise, in 2002, the *first biennial conference intended to take stock of the evolution of international cooperation in civil defence and on the creation of an international disaster rescue corps*, as provided for in article 9 of the Convention. In this context, the ICDO will encourage the creation, within the national civil defence structures of the member States interested in this subject, of units for intervention in case of disasters abroad.

2.2.2 International Civil Defence Directory

The International Civil Defence Directory, an instrument which facilitates the implementation of the international cooperation in the face of disasters will be updated and expanded annually and published in English, French, Arabic and, if possible, in Spanish.

2.2.3 International Conference : 70 Years of Civil Defence

In order to commemorate the creation in 1931, in Paris, France, of the « Association des Lieux de Genève », from which the ICDO is

directly issued, an international conference will be organised in Geneva in May 2001. The theme will be « *1931-2001 : the evolution and future of civil defence in the world* ».

2.2.4 Accession of the ICDO to the status of Specialised Agency of the United Nations

The ICDO will continue to appeal to both member and non-member States so that, in the first instance, the question of its accession to the status of Specialised Agency of the United Nations is included on the agenda of a forthcoming session of the United Nations Economic and Social Council and is subsequently submitted to the General Assembly of the United Nations. In this context, the ICDO will continue its collaboration with the United Nations system in the field of disaster prevention, preparation and intervention.

2.3 PROMOTION OF DISASTER PREVENTION

2.3.1 Information and training

The ICDO will continue to make available to member States information and training material on disaster prevention and preparedness for the civilian population. In this connection, the themes of the *Civil Defence World Days* will be chosen with a view to raising public awareness of risks and dangers and helping them to prepare for them. To this end the ICDO will make further use of « *Protector* », the cartoon character which it has created and who is an incarnation of civil defence, as a means for raising awareness of and promoting disaster prevention.

3. CONCLUSION

The broad lines of the above Programme of activities which is proposed to the Executive Council aim at providing an answer to the expectations of member States.

They try to be *coherent* with regard to the wide options taken out at the level of both the General Assembly and the international conferences organised by the ICDO and, in

particular, the Amman (1994) and Beijing (1998) conferences and the Ministerial Reunion of 1997.

They are also *pragmatic*, in so far as the ICDO cannot do everything at once, mainly because of its limited human and material resources.

Finally, their ultimate aims is to contribute to the implementation of a concept in which the ICDO is investing all its energy :
« *Protection and Assistance for all in the face of disasters in the 21st Century* ».

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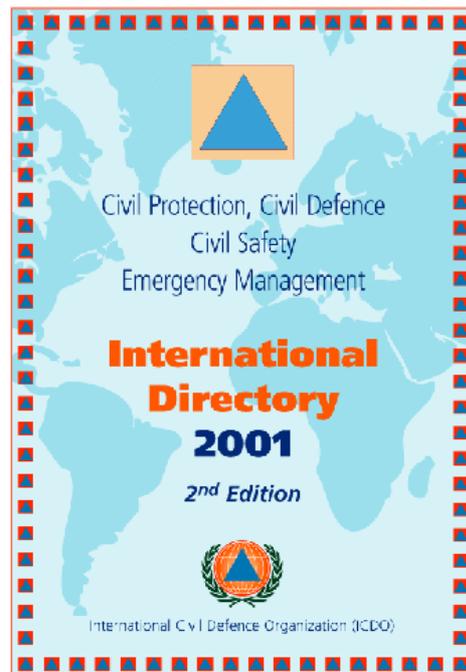
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In a context evermore oriented towards an international approach to disasters, it is important to clarify the organisation and scope of national civil protection, civil defence, civil safety and emergency management services, especially for those responsible for coordinating prevention or intervention activities in the face of disasters, by making available to them information on the national partners with whom they may be called upon to collaborate which is as clear and complete as possible.

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BOOKS

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on Civil Defence Assistance
22 May 2000
*Commentary and
Collection of texts***

Pascal Gondrand - Stéphane Davin
with the collaboration of
Jean Viret

ISBN 92 9154 406 10
2001 International Civil Defence
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18 pages
2 US\$

Given the need to reduce or even eliminate obstacles to effective international collaboration between States, the ICDO, as the international federation of national civil defence, civil defence, civil safety and emergency management structures, wished as from 1998 to offer them a universal framework better able to foster both mutual understanding between them and the solidarity which should bind civil defence services. This procedure led to the adoption of the final text of the Framework Convention on Civil Defence Assistance on 22 May 2000.

The present book collects the text of the Convention and its commentary and, in annex, a series of declarations or resolutions adopted during conferences organised by the ICDO and inviting it to promote the collaboration between the national civil defence structures.

**Swiss Re, *Sigma*
n° 2/2001
*Natural catastrophes and
man-made disasters in 2000 :
fewer insured losses
despite huge floods***

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In the 351 events recorded by *sigma*, more than 17,400 people lost their lives ; the floods in India and Bangladesh in August and September alone accounted for at least 1200 fatalities, while the death toll from those in southern Africa in February was 920. The overall financial loss due to catastrophes - not counting indirect economic damage - totalled approximately USD 50bn, three-quarters of which was accounted for by nine events, each causing economic damage in excess of USD 1bn. Eight of these major losses were caused by natural catastrophes, while the other was the consequence of a computer virus which replicated via e-mail to paralyse computer networks worldwide within the space of one day.

**Topics
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Natural catastrophes 2000***

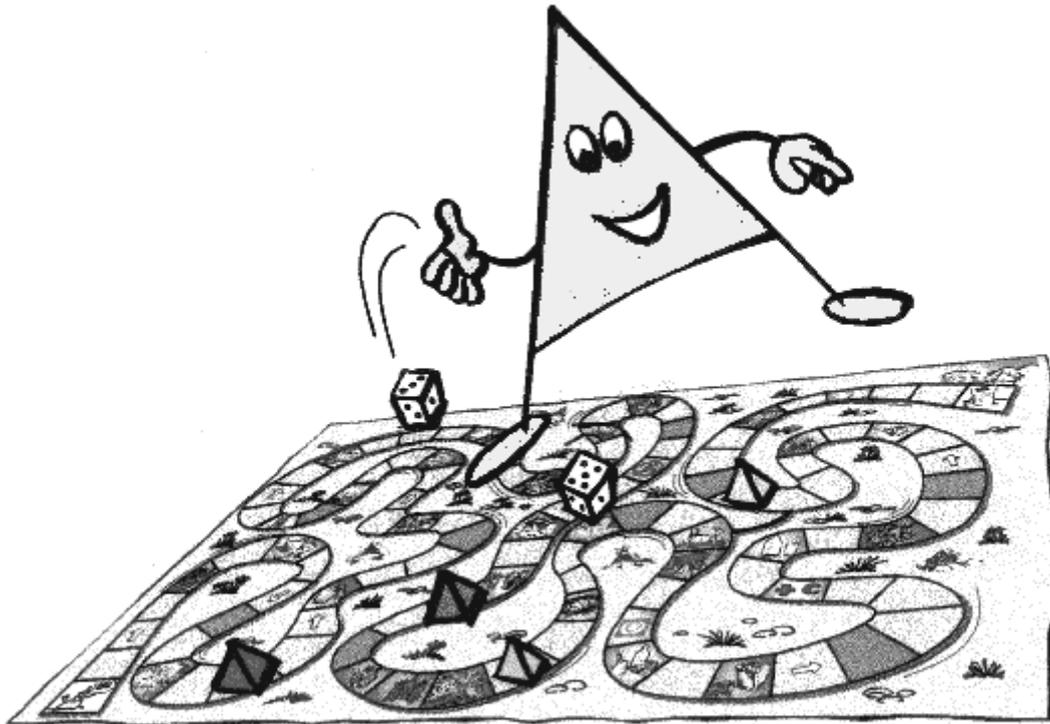
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The year 2000 was a year of floods and a year that was by and large lacking in major earthquakes and storms. Never before had so many natural catastrophes been recorded in any one year, but fortunately the effects - in terms of both fatalities and economic and insured losses - remained within bounds.

More than 850 catastrophes were registered around the world, one hundred more than in the previous record year of 1999 and two hundred more than the average for the 1990s. Altogether some 10,000 people died as a result.

In 1999 the figure was over 70,000, for which just three events (the Izmit earthquake, a cyclone in Orissa, India, and flash floods and landslides in Venezuela) were mainly to blame. In the year under review floods in Asia again submerged large areas of land and claimed about 4,000 lives.

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