

## CIVIL PREPAREDNESS – NATO CIVIL EXPERTS CAPABILITY

### PRZYGOTOWANIA CYWILNE – NATOWSKA CYWILNA ZDOLNOŚĆ EKSPERCKA

Andrzej Jacuch<sup>1, 2</sup>

INSTYTUT SYSTEMÓW BEZPIECZEŃSTWA I OBRONNOŚCI  
WOJSKOWA AKADEMIA TECHNICZNA

**Abstract:** The article introduces the NATO civil preparedness tools, which support countries own planning and preparedness with the aim to strengthen collective defence. It analysis NATO's civil expert capability and its applicability to support Polish civil and military bodies. The results of the survey among Polish transport experts are presented.

**Streszczenie:** Artykuł opisuje narzędzia gotowości cywilnej NATO, które wspierają planowanie i przygotowania krajów mające na celu wzmocnienie zbiorowej obrony. Analizuje cywilne zdolności eksperckie NATO i możliwość wsparcia polskich organów cywilnych i wojskowych. W artykule są przedstawione wyniki ankiety wśród polskich ekspertów w dziedzinie transportu.

**Keywords:** NATO civil preparedness, alliance collective defence.

**Słowa kluczowe:** przygotowania cywilne NATO, sojusznicza gotowość do wspólnej obrony.

## 1. Introduction

“Civil preparedness is a central pillar of Allies’ resilience and a critical enabler for Alliance collective defence. While this remains a national responsibility,

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<sup>1</sup> Andrzej Jacuch, dr inż. pracownik naukowy w Instytucie Systemów Bezpieczeństwa i Obronności WAT. Przez wiele lat pracował w Kwaterze Głównej NATO, jako funkcjonariusz i Zastępca Szefa Przygotowań Cywilnych NATO. Uczestniczył w planowaniu i przygotowywaniu decyzji oraz zapewnił wsparcie sektora cywilnego zwłaszcza w dziedzinie transportu i energii. Organizował międzynarodowe grupy ekspertów z przemysłu, nauki i administracji.

Andrzej Jacuch, Dr Eng., academic at the Institute of Security and Defence Systems of the Military University of Technology. He worked at the NATO HQ as an officer and deputy Head of the NATO Civil Preparedness. He participated in the planning and preparation of decisions; provided support of the civil sector, especially in the fields of transport and energy. He was responsible for the organization and development of a network of international experts from industry, science and administration

<sup>2</sup> This article reflects the personal views of the author and does not represent the views of any institution or organisation.

NATO can support Allies in assessing and, upon request, enhancing their civil preparedness”.<sup>3</sup>

“Civil preparedness means that basic government functions can continue during emergencies or disasters in peacetime or in periods of crisis. It also means that the civilian sector in Allied nations would be ready to provide support to a NATO military operation”.<sup>4</sup>

Outsourcing of non-combatant military tasks has become the norm and as a result, the dependence of the armed forces on the availability of civilian resources has increased.<sup>5</sup> An example of the use of civilian resources was the use of ports, rail and road transport, in winter 2017 for the transit of American armoured brigade components through Germany to Poland, and other countries, which strengthened the security of NATO’s eastern flank. Transportation of US troops, accurately planned, did not disrupt road and rail traffic.

In a crisis, both the military and civil institutions compete for access to the same resources, which are, of course, limited. This includes infrastructure and means of transport, energy, communications, food, water and medicine, etc. This also applies to industries whose production capacity depends on domestic and foreign partners. In order to build resilience in important areas, prevent and counteract potential threats or disturbances in civil sectors, there is a need for plans, agreements and response measures, which are developed in advance and regularly exercised. Therefore, it is indispensable to know: how business and industry operate; new developments; and how to access civil sectors. Only top managers from the leading companies, prominent academics and government experts<sup>6</sup> have this knowledge. NATO pursues these objectives through civilian committees, which manage a group of international civil experts who provide advice in defined areas, including on enhancing resilience.

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<sup>3</sup> NATO Warsaw Summit Communiqué, § 73: “Today we have made a commitment to continue to enhance our resilience and to maintain and further develop our individual and collective capacity to resist any form of armed attack. Civil preparedness is a central pillar of Allies’ resilience and a critical enabler for Alliance collective defence. While this remains a national responsibility, NATO can support Allies in assessing and, upon request, enhancing their civil preparedness. We will improve civil preparedness by achieving the NATO Baseline Requirements for National Resilience, which focus on continuity of government, continuity of essential services, security of critical civilian infrastructure, and support to military forces with civilian means. In this context, we welcome the Resilience Guidelines approved by Defence Ministers in June 2016”.

<sup>4</sup> [http://www.nato.int/cps/en/natohq/topics\\_49158.htm](http://www.nato.int/cps/en/natohq/topics_49158.htm), April 2017.

<sup>5</sup> For example, in large-scale operations around 90 per cent of military transport is now provided by the commercial sector, as is 40 per cent of military satellite communications, while 75 per cent of all host nation support is dependent on the use of locally procured infrastructure and services. Deployed NATO forces need access to host nations’ industrial infrastructure, access to the power grid, food, water and fuel supplies, access to civilian telecommunications infrastructure, and building materials. They also require local civilian expertise and manpower. On average, 75 per cent of host nation support to NATO operations is sourced from local commercial infrastructure and services. [http://www.nato.int/cps/en/natohq/topics\\_49158.htm](http://www.nato.int/cps/en/natohq/topics_49158.htm), April 2017.

<sup>6</sup> Government expertise mostly applies to civil protection, health and agriculture.

Resilience is not a new task for the Alliance. Article 3 of the North Atlantic Treaty<sup>7</sup> stipulates that Allies have an obligation to develop and maintain the capacity to resist armed attack. Long before the advent of cyber threats and hybrid warfare, this notion of resilience was always understood to go beyond military capabilities. As early as the 1950s, NATO had put in place policies and planning for civil preparedness.<sup>8</sup>

In May 1950, in London, the North Atlantic Council, under Article 9 of the Treaty, set up the NATO Ocean Planning Council (PBOS) to ensure transport in the event of military deployment. The NATO PBOS ran two wartime agencies: the Ocean Shipping Agency, an equivalent of a shipping company, and the Intra-Allied Insurance Agency. Subsequently, the Planning Board for European Inland Surface Transport (PBEIST) and the Civil Aviation Planning Committee (CAPC) were established and the agencies responsible for these modes of transport were set up, followed by other civil committees.<sup>9</sup>

By the late 1980s, the Alliance maintained plans for eight NATO civil wartime agencies, which could be stood up in times of crisis or war to coordinate and direct efforts ranging from industrial resource allocation and oil supplies to food production, civil transportation, and the management of refugee flows.<sup>8</sup>

Civil preparedness, including civil readiness and resilience, is the responsibility of the NATO Civil Emergency Planning Committee (CEPC) and its four NATO Planning Groups, namely: the NATO Transport Group (TG) with its own elements – Civil Aviation, Inland Surface Transport and Oceanic Shipping; the NATO Industrial Resources and Communications Services Group (IRCSG); the NATO Civil Protection Group (CPG) and the NATO Joint Health, Agriculture and Food Group (JHAFG). The members of the Planning Groups are representatives of the relevant national ministries often reinforced by military representatives and civil experts.<sup>10</sup>

Additional important element is the Euro-Atlantic Disaster Response Coordination Centre (EADRCC), which is NATO's principal civil emergency response mechanism in the Euro-Atlantic area. It is active all year round, operational on a 24/7 basis, and involves NATO's 29 Allies and all partner countries. The Centre functions as a clearing-house system for coordinating both requests and offers of assistance mainly in case of natural and man-made disasters.<sup>11</sup>

The structure of the NATO Headquarters with CEPC is shown at Figure 1. The NATO Planning Groups and EADRCC are shown at Figure 2.

<sup>7</sup> The North Atlantic Treaty, Art 3: "In order more effectively to achieve the objectives of this Treaty, the Parties, separately and jointly, by means of continuous and effective self-help and mutual aid, will maintain and develop their individual and collective capacity to resist armed attack", April, 1949.

<sup>8</sup> L. Meyer-Minnemann, *Resilience and Alliance Security: The Warsaw Commitment to Enhance Resilience*, Johns Hopkins School of Advance International Studies, Center for Transatlantic Relations, 2017.

<sup>9</sup> A. Jacuch, *Działania pozamilitarne, kluczowe dla wschodniej flanki*, defence24.pl, 2017, <http://www.defence24.pl/558581,inna-zdolnosc-ekspert-dzialania-pozamilitarne-kluczowe-dla-wschodniej-flanki>.

<sup>10</sup> A. Jacuch, *Harbour Protection Through Data Fusion Technologies, CEP and Transport PB&Cs*, 2009, Springer, 2009.

<sup>11</sup> Euro-Atlantic Disaster Response Coordination Centre (EADRCC), [http://www.nato.int/cps/en/natohq/topics\\_117757.htm](http://www.nato.int/cps/en/natohq/topics_117757.htm), September 2017.

### NATO Structures (Civil and Military)

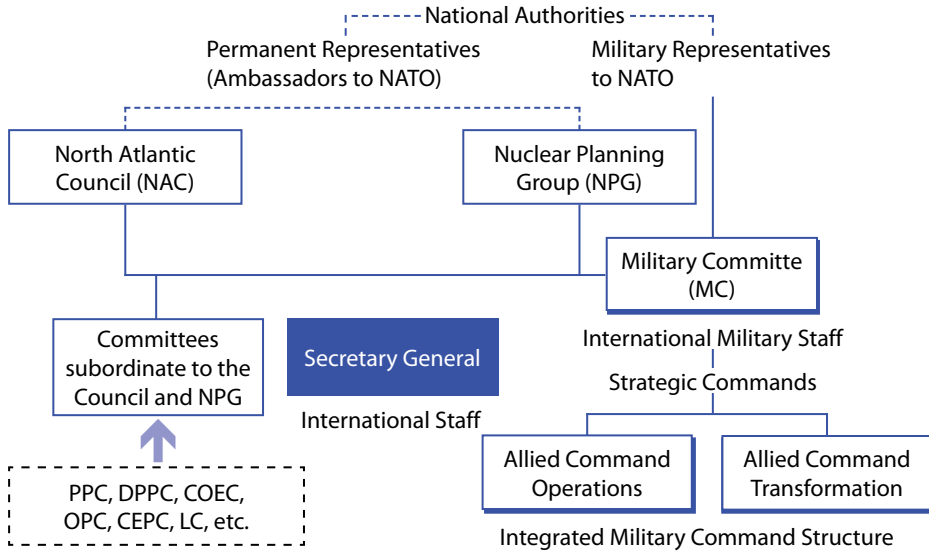


Fig. 1. The NATO Headquarters with CEPC

Source: own research work

### CEPC and the PG

**CEPC = Civil Emergency Planning Committee (CEPC)**

**CPG = Civil Protection Group**

**TG = Transport Group (Civil Aviation, Inland Surface Transport, Ocean Shipping)**

**JHAFG = Joint Health, Agriculture and Food Group**

**IRCSG = Industrial Resources & Communications Services Group**

**EADRCC = Euro-Atlantic Disaster Response Coordination Centre**



Fig. 2. The NATO Planning Groups and EADRCC

Source: own research work

## 2. NATO Civil Expert Capability<sup>12</sup>

NATO CEPC and Planning Groups, has created a civilian advisory capability. NATO civil expertise is available to NATO bodies, as well as to individual member states or NATO partners, at any time and at no cost. This expertise can include a crisis or planning situation analysis, evaluations, opinions, recommendations and can be focused on preparing crisis response options.

The NATO Planning Groups and their civil experts advise NATO political and military bodies on civilian aspects of crises and the effective use of civilian capabilities, support civil-military planning, program and concept development; provide access to national ministries and organisations, as well as to the international community. Each of the NATO Planning Groups manages its pool of experts who deliver advice within the scope of this Group responsibility.

The document “Civil Emergency Planning Crisis Management Arrangements (CEP CMAs)” defines the roles and responsibilities of the CEPC, Planning Groups and their civil experts, and the EADRCC. National administrations, represented at the Planning Groups, nominate their candidates from industry, business, academia and administration for vacant expert positions. Emphasis is put on experience, knowledge, professionalism, readiness to provide advice free of charge, and their ability to participate in several days long missions.

Countries have their own recruitment methods for candidates who meet the defined requirements. Knowledge of NATO and the current priorities and criteria for recruitment of NATO experts is needed, as well as knowledge of industry, business and science. Then, taking into account national defence and security priorities, competent candidates are sought from company managers and scientific institutions. In certain situations, such as the Civil Protection Group, candidates are often recruited from the administration. The recruitment process is carried out by the ministries in accordance with the applicable regulations.

NATO (CEPC and Planning Groups) periodically modify the existing expert base, define new requirements for specialties and qualifications of experts. The Civilian Planning Crisis Management Arrangements (CEP CMAs) and the relevant Planning Group documents include procedures for experts, their selection and use.

The lists of proposed candidates are submitted to the relevant NATO body and further selection takes place within the Alliance. Each of the NATO Planning Groups has its Experts Selection Team, which evaluates and nominates experts from among the candidates submitted by the countries. Candidates undergo rigorous selection. Best candidates, who meet NATO’s requirements, knew their industry and are known and valued internationally can be qualified. For example, the Transport Group Expert Selection Team can select a candidate for the position of shipping broker, taking into account the international broker market opinion about the pro-

<sup>12</sup> A. Jacuch, *Przygotowania Cywilne: Rekrutacja Ekspertów NATO-wskich [3 PUNKTY]*, defence24.pl, <http://www.defence24.pl/586177,przygotowania-cywilne-rekrutacja-ekspertow-nato-wskich-3-punkty>, 2017.

posed candidate. At the beginning of the selection process often a Selection Team member talks with the candidate to verify competences and readiness to provide advice at no cost. Once again, it should be noted that experts do not receive any remuneration for their services and that the countries nominating their experts don't usually<sup>13</sup> bear any costs. NATO covers expert's travel expenses to the place of expertise.

The selected candidates are then approved by representatives of the Member States at the NATO Planning Groups' plenary meetings. Then they are trained, provide advice through electronic means and participate in missions. The experts do not develop plans, prepare or take decisions. Their expertise is helping to shape plans and decisions to be taken by national stakeholders and within the Alliance.

What are the benefits for countries of nominating experts? These benefits include access to information, possibility to contribute to decisions and solutions as well as prestige. It is an "exclusive" group of people who share information and provide the advice necessary for the proper and successful accomplishment of specific tasks in the fields of defence and security. Expert capability is invaluable to the Alliance and the Member States in building civil preparedness and resilience, in planning and conducting military operations, and in responding to and managing crises. They can also generate economic or business benefits.

Many countries have their own expert groups, and often the same experts operate both in the NATO and national systems.

In Poland, the Government Centre for Security (RCB<sup>14</sup>) is responsible for coordinating cooperation with the NATO CEPC. The RCB receives regularly information from the CEPC on vacant expert positions in the NATO Planning Groups' pools of experts. RCB distributes them among Polish institutions and services. The RCB provides information on vacancies immediately upon their receipt from NATO to the institutions that may be interested in nominating candidates to the existing vacancies. The RCB keeps the list of Polish experts constantly updated, informing the Permanent Representation of Poland to NATO, if necessary. The RCB can also intermediate between the interested NATO structures and a Polish expert.<sup>15</sup>

Poland has nominated civil experts to NATO Planning Groups in many categories. Polish transport experts are: managers and directors of such companies as Polish State Railways, Polish Ocean Lines, Polsteam, Sea Ports, the General Director for National Roads and Motorways or a logistics specialist working in the United Nations. Polish experts support NATO operations, participate in missions, seminars, prepare analyses and teach at NATO courses for military and civilian personnel. They are also involved in negotiations on international agreements. They actively support efforts to strengthen civil resilience in areas defined by NATO.

<sup>13</sup> A few countries have their own arrangements with experts, including a special compensation.

<sup>14</sup> RCB – Rządowe Centrum Bezpieczeństwa.

<sup>15</sup> Text of this paragraph was received from RCB and was published in [defence24.pl](http://defence24.pl).

### 3. Questionnaire survey<sup>16</sup>

In Spring 2017, I conducted a survey with selected Polish transport experts, in which three questions were asked about: (1) projects in which they participated; (2) the usefulness of NATO civil experts system; and (3) the applicability of NATO civil expert system in Poland. The results of the survey are presented in the table below.

*Table 1. Results of the survey with the participation of Polish transport experts*

Projects
Preparation and presentation of studies on transport operations in Africa and information on the state of transport infrastructure in a potential operational area at conferences.
Determining routes (so-called points of origin, border crossing and reception points), defining procedures and bottlenecks in military transport to Afghanistan by land.
Placing on NATO logistic maps of the loading terminal in Slawków together with line 65 managed by PKP LHS.
Defining the possibility of land transport (rail and road) in Poland for NATO troops from Western Europe.
Security of Baltic ports, including the identification of alternative transport routes.
Preparation of analyses, information on solutions applied to the capacity of transport infrastructure or about Polish carriers.
Developing a concept for military transports in Europe.
Infrastructure expertise and the possibility of using civil aviation.
Analyses of the aviation infrastructure in Europe.
Materials for the Warsaw NATO Summit.
Information on the rules governing the movement of military forces within the territory of the Member States in peacetime.* In parallel to formal and procedural matters, the issue of communication has proved to be important.**
Information on the transport infrastructure, which can be used by the military, and information on civil transport that can be contracted for the transport of military equipment.

\* This is a special time from this perspective, because the normal legal regulations are in force, while military vehicles must be allowed to move, which may additionally carry dangerous goods. These issues are, of course, regulated by the relevant legislation, but countries also have their own regulations. When we plan to drive military units, for example From Italy to Lithuania, the different types of divergence in procedures and legislation at that time constitute a major impediment. It was therefore necessary to examine what the status quo looks like, and then to start harmonising these rules.

\*\* If military transport is carried out, should the organising unit be contacted by the organising country by any service necessary to cross the border in all the countries through which the transport will take place? Uniform points of contact have therefore been established to serve the armed forces, while each Member State is obliged to ensure that its own organisation of work is well organised, that the rules and procedures are properly prepared to allow all necessary consents or permits to be obtained in the shortest possible time.

<sup>16</sup> A. Jacuch, *Przygotowania Cywilne: Polscy Eksperti w NATO*, Defence24.pl, 2017, <http://www.defence24.pl/581148,przygotowania-cywilne-polscy-eksperti-w-nato>.

*Table 1. Results of the survey with the participation of Polish transport experts – continuation*

<b>NATO civil expert system</b>
It is the best way to benefit from the experience of the industry and state administration in the country where the operation is planned.
Each exchange of information at international level brings added value for both sides. You need to have contacts, knowledge, influence, know in advance what is going on and act proactively, not reactively.
The Transport Group aims to collect, analyse and share information. The Group experts exchange information, assess the situation, propose solutions in the field of civil transport. It is possible because they know their business, they are specially trained, know the structures, the specificity of the Alliance's operation and expectations.
The system of civilian experts is hard to overestimate. NATO's potential is largely based on the civilian capabilities of individual states, including civil infrastructure.
The proper preparation of the civil structures of the Member States determines the Alliance's actual resilience to events of various kinds, from the effects of natural disaster to a hybrid war.
<b>Applicability of NATO civil expert system in Poland</b>
Poland has a relatively strong group of experts representing each mode of transport. This is important. We know how military expectations change. Therefore, we can promptly adopt our civil preparedness to those requirements.
Thanks to the involvement and commitment of Polish experts, we can present our perspective, supporting the actions of our armed forces. The strengthening of Eastern NATO flank should be followed by required actions by civilian structures.
The possibility of being involved in NATO's work allows for a better understanding of Alliance's expectations and requirements and is mutually beneficial, both for NATO and for an expert nominating country.
Positive aspects of this cooperation are potential economic or business benefits for the sectors in which we operate in Poland. <sup>***</sup>
If we want to be part of the elite, an important member of the Alliance, we have to operate at the level of other countries.
It seems that our administration should enhance cooperation with civil experts.
What is an area for improvement is certainly cooperation between modes of transport and operators of different types of infrastructure. There are also cyber security challenges. <sup>****</sup>
The system of civilian experts is hard to overestimate. The NATO's potential is based not only on the military but also heavily on civil capabilities of individual states and its infrastructure. <sup>*****</sup>
The proper preparation of the civil structures of the Member States determines the Alliance's actual resilience to events of various kinds, from the effects of natural disaster to a hybrid war.

<sup>\*\*\*</sup> For example, by promoting military transport through Polish railway corridors. In this case PKP Cargo SA, railway infrastructure manager or operators of Polish reloading terminals earn profits.

<sup>\*\*\*\*</sup> There is an increasing number of electronic equipment in transport systems; more and more ICT systems support or implement processes related to infrastructure, traffic, transport and logistics management.

<sup>\*\*\*\*\*</sup> The proper preparation of the civil structures of the Member States determines the Alliance's actual resilience to events of various kinds, from the effects of natural forces to a hybrid war.



#### 4. Closing remarks

NATO civil preparedness with its civil experts is primarily concerned with aspects of national planning which affect the ability to contribute to Allied efforts in continuity of government, continuity of essential services to the population and civil support to military operations.<sup>17</sup>

The results of the survey illustrate the projects in which NATO transport experts are involved, as well as the benefits of nominating Polish representatives from industry, science and administration to the positions of NATO experts. These benefits include information, information and information. However, it is an exclusive group of pro bono people who exchange information and provide the advice necessary for the proper and successful accomplishment of specific tasks in the fields of defence and security. Expert skills are invaluable both for the Alliance and for the Member States, particularly for civil preparedness in building resilience and readiness. The survey participants also suggest further use of the NATO expert system to support the activities of national military forces and civil institutions in areas of civil preparedness and resilience, including in supporting those aspects of national planning that affect the continuity of government and basic services to the population and civil support for military operations.

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<sup>17</sup> [http://www.nato.int/cps/en/natohq/topics\\_49158.htm](http://www.nato.int/cps/en/natohq/topics_49158.htm), April 2017.