

**NATO-RUSSIA EXERCISE:
EXERCISE BOGORODSK 2002
SEMINAR 1 – BORDER CROSSING ISSUES
REPORT**

INTRODUCTION

Exercise Bogorodsk 2002 was conducted during the period 24-27 September 2002. The Exercise format was in 2 main parts:

Part I - The conduct of a field exercise comprising 3 phases:

- Organisation of on-site operations at the EMERCOM of Russia training centre near Noginsk
- A practical SAR/field response exercise using the EMERCOM facilities
- A multi-national demonstration/VIP day.

Part II - 4 Seminars were held concurrently with the field exercise, to discuss:

- Seminar 1 - Border Crossing Issues (chaired by OCHA)
- Seminar 2 - Command, Control and Communication (chaired by the Swedish Rescue Agency)
- Seminar 3 - Disaster Medical Management (chaired by the NATO Joint Medical Committee)
- Seminar 4 - Law Enforcement and Rescue Operations (chaired by the US Delegation to NATO).

AIM

The aim of this report is to provide a short summary of Seminar 1. It should be read in conjunction with the presentation notes of the individual speakers.

PRESENTATIONS

Presentation 1 (Adriana Carvalho-Friedheim, UN OCHA) – “The UN OCHA ‘Model’ Agreement”

It is envisaged that the intended operational objective of the ‘Model’ Agreement (to speed the delivery of international support during an emergency) will be achieved in 3 key steps:

Step 1 - An assessment of the nature and scope of the emergency and the identification of what is required by way of supporting activity in order to

Step 2 - Facilitate any necessary international response, in the form of the mobilisation of the UN and donor communities.

Given that time is of the essence during an emergency,

Step 3 – The establishment of a series of bilateral agreements (ideally before the onset of the emergency) between the UN (i.e. any member organisation of the UN family) and the appropriate individual UN member states (be they the affected, transit or donor state).

The ‘Model’ Agreement is based upon: existing (but not necessarily ratified) ATA Customs Conventions regarding exports and re-exports; the 1996 World Customs Organisation approved model; and the relevant annex to the 1999 Kyoto Convention.

The first ‘Model’ Agreement was established in 2001 between the UN and Uzbekistan.

Presentation 2 (Petar Vitas, Deputy Director of the Croatian Civil Protection Organisation, Croatian Ministry of the Interior) – “A Croatian Perspective”

The Croatian perspective is drawn from experience gained during its recent liberation war, exercises, domestic and international emergencies (to the latter of which, Croatia has responded).

Croatia has based its activities in this regard to the bilateral agreements that it has established with its close and more distant neighbours, as well as the EADRCC protocols and procedures.

Lessons learned from the recent exercise Taming the Dragon 2002, include the need to respect existing customs legislation and to identify potential problem areas (e.g. the use of radio frequencies) in order to make the necessary solution arrangements with the appropriate Government Department early, ideally prior to the onset of an emergency. This worked well during the Exercise. Consequently, no international convoy was delayed at the Croatian border for longer than 10 minutes.

Presentation 3 (Alexei Goljajev, Russian Federation Border Guard) – “A Russian Perspective”

Mr Goljajev provided a short overview of the role of EMERCOM of Russia and its ability to facilitate arrangements with Customs, Immigration and Border Guard organisations to ease border inspections and entry/exit procedures at ports and airports.

Presentation 4 (Giuliano Porcelli, Department of Civil Protection, Italian Presidency of the Council of Ministers) – “An Italian Perspective”

The current Italian procedures are largely based upon NATO Policy and agreements. These are appropriate to the old Cold War era, when they were drawn up. Consequently, being largely Military focussed (reinforcement of Europe) in priority and emphasis; they are no longer appropriate or adequate for the current global, outward facing requirements of today.

Italy seeks to simplify these existing and rather cumbersome arrangements. Italy seeks to do this by basing the new arrangements on an earlier Austrian proposal, which gives a higher priority to the needs of the civilian community. This is more relevant to the types of emergency scenarios that face the international community currently.

OPEN FORUM QUESTION AND ANSWER SESSION

During an interesting and active discussion period of over one hour, the following key points emerged:

- Recognise and respect local national legislation and regulations, without trying to short cut established systems, thereby leading to longer delays and threats to goodwill.
- Personal relationships often overcome organisational or institutional differences. Therefore, the early selection of liaison officers to be deployed and exchanged during (but with the relationships developed before the onset of an emergency) will greatly facilitate border crossing.
- Prior joint contingency planning, including the selection of preferred border crossing points of entry is vital. This may be achieved formally, as a stand alone procedure, or as part of a consolidated and inclusive exercise training programme.
- All should be aware of their duties and responsibilities as described in documents such as the UN 'Model' Agreement and operational guidelines (e.g. The Oslo Guidelines).
- The need to include in exercise planning processes, achievable targets and objectives, that themselves form part of a structured progression in subsequent exercises. This will provide for the continuity of direction and development of the international community to respond to emergencies. It was agreed that proposals for these targets and objectives should be forwarded to both EADRCC and OCHA for suggested inclusion into the NATO/EAPC Regional and UN global planning for exercises.

SUMMARY

The Seminar received 4 presentations that were received by the participants well and with great interest. This is evidenced by the lively open forum discussion period that could have gone on for much longer, had the time to do so been available.

There were several good lessons and issues identified that will be of value to the conduct of future exercises.