



EXECUTIVE SUMMARY

Business Environment

A wide range of threats and hazards can result in destabilising or disruptive events and escalate towards unpredictable and large scale consequences for Societal and Citizen Security. Both public and private stakeholders require adequate solutions in organisation, procedures and technological capabilities to respond effectively.

Societal and Citizen Security is dedicated to enabling and improving the capability of public and private stakeholders to prepare for, respond to and recover from such destabilizing or disruptive events.

Various private and public organisations have organisational and technological capabilities to prevent incidents and to cope with the consequences. Thus, there is a need to develop specific standards to enable these organisations, on local, regional, federal, national and European level to be effectively coordinated and to cooperate with other organisations before, during and after a destabilising or disruptive event.

Benefits

The development of European standardisation activities within the concepts of Societal and Citizen Security will permit both public and private stakeholders to acquire a common approach for all relevant issues, e.g. human, organisational, technical and functional interoperability, management of destabilising or disruptive events and business continuity capabilities.

An international approach can be preferable in many cases when dealing with Societal and Citizen Security. An European approach is needed considering the strong interest of the European Union as well as facilitating the combined efforts to reduce the consequences of cross-border effects of destabilising or disruptive events. Since Societal and Citizen Security is horizontal, CEN/TC 391 creates a forum for joint work with other CEN/TCs or other TCs where common issues are at stake.

Priorities

In order to develop European Societal and Citizen Security standards, it will be necessary to focus on European standardisation needs. This includes:

- Maintaining a close relationship with ISO/TC 223 “Societal Security” and other TCs (e.g. ISO/TC 224) to ensure effectiveness of the work of all concerned by limiting required expert resources and avoiding any duplication and/or fragmentation;
- Considering the work in other CEN/TCs related to Societal and Citizen Security;
- Considering existing international, European and national standards, both published and under development, and identify relevant national regulations, procedures and recommendations;
- Considering the existing research activities in Europe on safety and security of the citizens;
- Take account of citizen requirements and operational human factors.

There are standards with a worldwide relevance to be developed in ISO. There are also standards which are relevant for ISO and CEN that should be developed under the Vienna Agreement, and it is possible that some standards to be developed are relevant only for Europe.

Figure 1 describes the relationship between standards developed in ISO and CEN:

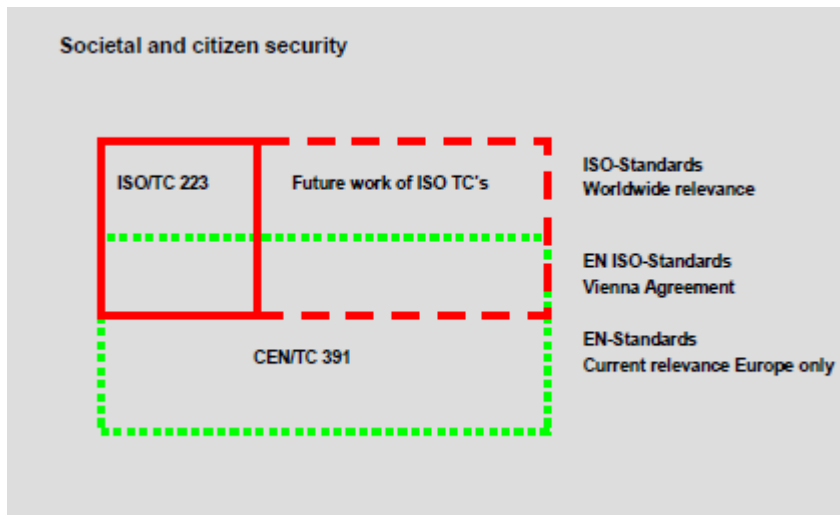


Figure 1 Relation between CEN and ISO activities

The figure shows that there are standards with a worldwide relevance to be developed in ISO. There are also standards which are relevant for ISO and CEN that should be developed under the Vienna Agreement. Standards will probably be identified that should be developed with relevance only to Europe.

For both ISO/TC 223 and CEN/TC 391 the Vienna Agreement can be applied. Thus, standardisation activities can be developed in coordinated way and be accepted in CEN and ISO, or existing ISO standards can be adopted as European standards. The adoption of identical work items simultaneously in CEN and ISO may call for a standstill and mutual agreements how to proceed. For new identical work item proposal, CEN/TC 391 and ISO/TC 223 will discuss who is the most appropriate to take the lead in the development.

From a general point of view, work items with global relevance should be led by ISO and items with specific European relevance by CEN. This involves a close and pro-active cooperation between both secretariats in CEN and ISO.



1 BUSINESS ENVIRONMENT OF THE CEN/TC

1.1 Description of the Business Environment

a) Dynamics

Political, legal, economic, technical, societal and international dynamics contribute to the Societal and Citizen Security, covering prevention, preparedness, response and recovery of destabilising or disruptive events both in the public and the private sector. These factors may significantly influence the relevant standards development processes and the content of the resulting standards of CEN TC 391

In Europe, citizen security is a responsibility of national, federal and/or local authorities, according to the respective legal system. The principle of subsidiarity has to be fully respected. This means that there may be areas which are reserved to legislation and political decision making and outside the scope of TC 391.

b) Destabilising and disruptive events

A wide range of threats and hazards can result in destabilising or disruptive events and escalate towards unpredictable and large scale consequences. Such as:

- Natural disasters, which have seen a marked increase over the last decade, resulting in severe loss of life, property, and damage to the environment;
- Pandemics, which may affect the public health system and the economy;
- Major industrial/technological accidents can have a significant effect nationally and trans-nationally;
- Socio-economic, geo-political, cultural and environmental crises;
- Terrorism and crime, resulting in human and economic loss.

For such events public and private stakeholders require new, innovative and affordable solutions in terms of organisation, procedures and technological capabilities.

This requires that standardisation on societal security considers and integrates a range of interconnected disciplines including:

- Asset protection (human, physical, cultural, environmental, financial, information);
- Risk management;
- Management of destabilising or disruptive events;
- Business continuity and recovery management;
- Interdependencies and interoperability of systems;
- Communication;
- Conformity.

These issues can be treated in other CEN, ISO or other TCs. The respective TCs should avoid duplication and overlap of work but also identify complementary work items.



c) European legislation, standardisation and research

The European Commission is actively engaged in different General Directorates (DGs) to meet security threats and provide citizen protection. Each DG communicates with a broad community of entrepreneurs, operators, regulators, professional bodies, industry associations and governments within the design of developing a European programme.

As the activities of the European Commission are still in a development stage, it is expected that more and more activities will be identified that benefit from standardisation. Consequently, more DGs are expected to become involved.

The European Commission has launched a 'Directive of the Council on the identification and designation of European Critical Infrastructure and the assessment of the need to improve their protection' (EPCIP, OJ L345, 75 of 23.12.2008).

- DG Justice, Freedom and Security
The Justice and Home Affairs General Directorate of the European Commission has elaborated a Mandate (M/355) addressed to the European Standardisation Organisations (ESO) for the development of European Standards to identify and reduce crime risk in products and services, known as the "*Proofing products against crime mandate*".
- DG Energy and Transport
The Energy and Transport General Directorate of the European Commission has elaborated a Mandate (M/419) addressed to CEN for the development of a series of standards on supply chain security, taken into account ISO 28000.
- DG Health and Consumers
So far, biological health requirements are mostly regulated on the national level. As soon as there are wishes for a harmonised approach, CEN/TC 391 and DG SANCO can discuss mandates.
- DG Enterprise and Industry
DG Enterprise has a strong relation with CEN, CENELEC and ETSI in issuing mandates. For societal and citizen security, however, this DG is not involved yet. In discussions in CEN/BT/WG 161, the economic benefits have not been proven sufficiently. Since a CEN/TC with work items may extend the scope to the economic impact of measures based on European standards, this relation needs to be re-established.
- DG ECHO (European Commission Humanitarian Aid)
This DG is responsible for civil protection. Contacts should be explored.
- Cordis
This is not a DG but a research programme. Cordis is coordinating FP 7 projects. This may be convenient in case pre-normative or co-normative research is needed. For example, before upgrading a CWA for protection of the citizen against CBRN (Chemical, Biological, Radiological, and Nuclear) risks to a full standard, an impact analysis may be needed, which may be funded by the FP 7 programme.
- COSI (Standing Committee on Internal Security)
Its objective is to strengthen the coordination of the operational actions between EU Member States in relation to internal security. COSI was created early 2010.

ESRIF (European Security Research and Innovation Forum) final report and ECORYS report are important as well.



1.2 Quantitative Indicators of the Business Environment

The following list of quantitative indicators describes the business environment in order to provide adequate information to support actions of the CEN/TC:

- EUs efforts share a common focus on the protection of people, vital systems, and core societal values from dangerous threats;
- In the 7th Framework Programme for Research and Technology Development (RTD) managed by the European Commission, DG Enterprise, up to 1.3 billion Euros will be spent by the EC for Security Research;
- A number of security related research projects were agreed by the Commission under the 6th Framework Program for RTD, some of which remain ongoing;
- A secure Europe in a better world;
- The CEN Strategy 2010 key objectives focus on responding to the changes in the European social and economic environment;
- National and local government organisations such as Civil Protection National Services, Police, Fire Services, Rescue Services and Emergency Medical Assistant Services as well as non-profit entities are continuously forced to improve their operational capacity to respond to incidents and disasters.
- Manufacture and service industries are aware of the importance of security and the need for establishing a close relationship with other stakeholders, public and private, to mitigate the consequences of potential incidents or disasters;
- A pattern of incidents has lead to an increasing concern of the citizens about a secure world.

2 BENEFITS EXPECTED FROM THE WORK OF THE CEN/TC

Standardisation in the field of Societal and Citizen Security can provide a valid tool to enhance the resilience of the civil society, the continuity of vital functions and protection of critical infrastructures. Standards developed within the scope of CEN/TC 391 aim at and focus on requirements that ensure interoperability of stakeholders in societal security and organisations involved in prevention, response and recovery of disruptive events.

European standardisation in the field of Societal and Citizen Security will allow public and private stakeholders to develop a common approach for:

- Organization (implementation of an effective management of destabilizing or disruptive events)
- Cooperation (identification of stakeholders and the rules of their interactions);
- Interoperability (functional, organisational, relational and technical);
- Governance (consistent management, cohesive policies, processes, competences and responsibilities in European and national context);
- Conformity and certification (relations and functions, assurance and audit);
- Technological capability;
- Consistency in matters of citizen rights and handling privacy issues;
- Improved human-system/machine interfaces to maximize efficiency and reduce errors;
- Any other issues related to societal and citizens' security (to be defined).

CEN/TC 391 will enhance with the developments of specific standards the knowledge for the new entry countries in EU to prevent, control and manage adverse consequences of natural and man-made disasters.



The outcome of the work of CEN/TC 391 is also expected to support European legislation to contribute to enhance citizen's awareness against threats and hazards and their perception of security.



3 PARTICIPATION IN CEN/TC 391

All CEN national members are entitled to nominate delegates to CEN Technical Committees and experts to Working Groups, ensuring a balance of all interested parties. Participation as observers of recognised European or international organisations is also possible under certain conditions. To participate in the activities of this CEN/TC, stakeholders are advised to contact the national standards body in their country.

4 OBJECTIVES OF THE CEN/TC AND STRATEGIES FOR THEIR ACHIEVEMENT

4.1 Defined objectives of the CEN/TC

The main objective of CEN/TC 391 is to elaborate a family of European standards, standard-like documents (e.g. procedures, guidelines, best practices, minimal codes of practice and similar recommendations) in the Societal and Citizen Security sector including aspects of prevention, response, mitigation, continuity and recovery before, during and after a destabilising or disruptive event. Verification and training will also be considered.

CEN/TC 391 will not deal with issues already dealt in other TCs. Concerning technology, CEN/TC 391 may identify needs in product standardisation, but this will not lead to direct action by this CEN/TC. These issues shall be communicated to those CEN, ISO or other TCs working within the framework of these specific products.

Where other TCs do not address the identified areas, then CEN/TC 391 will develop the standard(s) or proposed deliverables where appropriate.

The standardisation activities will consider the following main issues related to Societal and Citizen Security:

- Products and services (equipments, communication, information, goods, transport, energy, cultural inheritance and properties);
- Infrastructures (roads, ports, airports, rail stations, bridges, factories...);
- Stakeholder needs and requirements, potential conflicts;
- Relationship (cultural and geographical diversity);
- Citizen requirements and vulnerabilities, including privacy.

NOTE 1: "Products and services" are defined as "Beneficial outcomes provided to citizens and society in general".

NOTE 2: "Energy" will only be dealt with where it is not in conflict with the outcome of the experts group of CEN/BT/WG 161, meaning that water will be dealt with in CEN/TC 164 and natural gas in CEN/TC 234.

It is also noted that a platform on energy has been established and that cooperation should be envisaged. This note will be considered in each scope of the standards which will be elaborated by CEN TC 391.

NOTE 3: "Transport" especially supply chain security will be dealt in CEN/TC 379.

NOTE 4: "Infrastructure protection" especially perimeter protection will be dealt in CEN/TC 388.



4.2 Identified strategies to achieve the CEN/TCs defined objectives

Existing international, European and national standards and standardisation projects may be taken into account as a basis for the development of European standards. CEN/TC 391 may build with respect to subjects that should be covered and stakeholders that should participate. The range of subjects to be covered may expand as additional stakeholders are being identified. In order to keep up with current affairs, the CEN/TC will have to be constantly aware of new developments and may have to identify relevant national regulations, procedures and recommendations. To this end, a special Advisory Group will be set up to give advice to the CEN/TC on priorities in standards and other deliverables to be developed, harmonised, updated or validated.

As far as the technical work is concerned specific working groups may be established. By setting up the structure of the TC in the proposed way, an organisational framework will be in place that enables the CEN stakeholders to anticipate the developments in the fields of Societal and Citizen Security in effective and efficient way.

CEN/TC 391 needs to examine the standardisation needs in its work, taking into account the developments as done by ESRIF (European Security Research and Innovation Forum), the European Framework programmes and other sources.

CEN/TC 391 establishes a Chairman Advisory Group (CAG), which will review the following items:

- Strategy and coordination of European standardisation on societal and citizen security;
- Cooperation with ISO, CEN or other TCs;
- Funding opportunities (Mandates, research and innovation).

The CAG will look for opportunities to develop standards and investigate the appropriate working group or TC to deal with them. Furthermore, the CAG will advise on how to avoid duplication. To this end, a list with possible liaisons has been included in Annex A.

The CAG will review the following topics:

- Integrated border security;
- Event security;
- Cultural heritage protection;
- Emergency services capabilities;
- Operational health, safety and security of emergency organisations;
- Destabilising or disruptive events (before, during and after);
- Awareness, preparedness and protection of the citizens;
- Protection of buildings and civil engineering works;
- Protection of critical infrastructures.

NOTE: This is neither a list of proposals nor an exhaustive list. These may be developed into specific work items on request from a CEN member and upon approval by the other members.



4.3 Environmental aspects

Considering the environmental aspects associated with the work of the CEN/TC, the specific relationship has not been defined yet. For each work item, the relevance of environmental issues will be checked and addressed according to CEN Guide 4 (available in BOSS).

Key environmental issues associated with the scope of the work covered by the CEN/TC are “man-made destabilizing or disruptive events”, safety related (e.g. Seveso II) or security related (e.g. chemical and bio-chemical terrorism).

In all New Work Item Proposals (NWIPs) and related resolutions, these issues will be taken into account in cooperation with CEN/EHD.

5 FACTORS AFFECTING THE COMPLETION AND IMPLEMENTATION OF THE CEN/TC 391 WORK PROGRAMME

One of the risks is the problem of finding funding and planning budgets to finance the activity of the experts involved, particularly for those from new entry European countries.

The standards in the field of Societal and Citizen Security should be of European relevance; the lack of expertise of some countries could affect the acceptance and effective use of the CEN/TC 391 standards.

English is chosen as the common working language. However, seeing that the majority of experts are not native English speakers, all attempts possible will be made to simplify standards in language and structure.