A European Oiled Wildlife Response Plan Proposal
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Proposal

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1. Outline of the Plan

This European Response Plan is a proposal for an internationally-coordinated effort to increase the level of preparedness for oiled wildlife incidents throughout Europe.

The rationale behind the plan has been discussed in three EU workshops held in 2006 (www.oiledwildlife.eu) and the conclusions and recommendations from these workshops have been used as the building blocks for this proposal.

The proposed plan has four objectives (see box) and operates within a coherent framework of national wildlife response preparedness, regional cooperation on preparedness and response between coastal states (existing agreements and conventions such as Bonn Agreement, Helsinki Convention, Copenhagen Agreement, Barcelona Convention, etc.) the various structures of European cooperation and existing international networks of response expertise.

Within this proposal, we provide an overview of past oiled wildlife incidents and in our risk assessment (Chapter 2) the current threat to European wildlife from oil transport and other shipping is discussed.

The rationale for the plan builds upon conclusions from the risk assessment and is summarised in Chapter 3. The Response Plan itself is built upon the concept of ‘tiered response’ and is described in Chapter 4.

Chapter 5 discusses our vision for eventual implementation of the plan. It provides an overview of existing networks and initiatives that have already been taken, tools that have been developed and ongoing projects and activities. Consideration is also given to a series of steps that could be taken at the various national and international levels, by authorities, private bodies and Non-Governmental Organisations (NGOs) towards a better European preparedness for oiled wildlife incidents.
This proposal is not an internationally agreed document and there is no obligation for European coastal states to implement it. However, the potential value of the plan is that it offers guidelines for key players within governmental authorities and NGOs who wish to prepare for oiled wildlife response. It also helps to inform them of the various international activities that are already taking place at both national and international levels. The plan should provide a common language that can be used by planners and stakeholders to jointly define their shared aims and jointly develop cost-effective approaches to achieve those aims.

**Box 1: Live animal strandings in some recent European incidents**

The data below from four recent European incidents demonstrates the different rates at which live animals may arrive on shore after an oil spill at sea. The arrival of hundreds, if not thousands, of live birds in a period of only a few days can confront a coastal state with an acute animal welfare problem: how to deal with so many casualties in a responsible manner? In some cases, wildlife responders had a few days to get organised before the first wave of oiled birds arrived on shore; in others, many hundreds of animals had to be dealt with almost immediately.

**N.B.** axis scales differ among the panels below.

**SEA EMPRESS** 1996 (United Kingdom)

When the SEA EMPRESS ran aground in Milford Haven, wildlife responders had almost a week to get prepared for the hundreds of seabirds that were expected to become oiled. By the seventh day oiled animals (predominantly scoters) started arriving on the shores of Wales in peaks of 400-800 a day. This caused serious logistic challenges despite the fact that the wildlife response was prepared and well integrated into the overall incident response. Over a period of 10 days some 3,400 birds were taken into a rehabilitation centre and 60% of these animals were released after treatment.

**PRESTIGE** 2002 (Spain, data from Galicia)

The PRESTIGE first encountered problems and lost oil close to the north coast of Galicia. Oiled birds arrived almost immediately on the nearest beaches. The ship was towed several hundred miles offshore before sinking and continued to leak oil over an extended period of time. Oiled animals continued to arrive on the shores for months, although never more than 83 birds a day. The wildlife response was ongoing for over 80 days and international response groups were invited to contribute. In the largest rehabilitation centre a total of 1,565 live birds were registered (mostly in poor condition on arrival) of which 16.5% could be released after treatment.
Box 1 (continued)

**Tricolor** 2003 (France, data from Belgium)

Although the volume of bunker oil lost from this car carrier was relatively small (180 tonnes) the spill occurred in the middle of one of the most densely populated seabird wintering areas and resulted in large numbers of casualties in a very short space of time. Local responders were overwhelmed by hundreds of birds arriving on the shore every day during a period of 2.5 weeks, adding up to over 4,600 in total. Mainly because of a lack of resources, the animals, which arrived in good physical condition, could not be effectively treated, and only 12.5% were successfully released. The Tricolor is considered to have been a 'worst case scenario' in terms of the rapid escalation in numbers of casualties. The recurrence of such an event would be expected to challenge any existing system.

**Erika** 1999 (France)

As with the Sea Empress, local wildlife responders in Brittany had almost a week to get prepared for hundreds of oiled birds that were expected. When the animals started to arrive on the seventh day, they came in at a rate of thousands per day over a period of three weeks, completely overwhelming the system that had been set up. All rehab centres quickly ran out of resources and the admitted animals could not be given adequate care. Out of some 30,000 live animals that had been admitted, only 6% could be released after treatment. The Erika is considered a worst case scenario in terms of the sheer scale of casualties it produced. NB: In the presented diagram, please mind the long period in which frequently oiled individuals were picked up from the shores.
2. Overview of risks in Europe

Incidents
Since 1993, the year of the Braer incident in Shetland, fifteen incidents have occurred in Europe involving a wildlife response (see box), one a year on average. Six of these were spills from oil tankers, five from non-tankers (bunker spills), one from a land-based source and the remaining three were ‘mystery spills’ in which the source of pollution could not be identified.

Size and development of a wildlife incident
The number of wildlife casualties resulting from an oil spill incident is not directly proportionate to the quantity of oil spilled. Relatively small spills can cause large scale wildlife incidents and huge spills may hardly affect animals at all (see Fig. 1).

A number of past European spills provide an insight into the types of scenario that may have to be dealt with. The analysis of four major incidents involving seabirds demonstrates that one should prepare for considerable challenges with regards to logistics and animal welfare (see box 1, page 6).

Figure 1: The amount of oil spilled versus numbers of seabirds found in recent oil spills in Western Europe (from Camphuysen et al, 2005). NB: data on the Erika excludes the number of live oiled birds found on beaches, which was 32,000, which would bring the total of birds affected by the spill 74,000 birds (B. Cadiou, pers. Comm.).

Figure 2: Map of Europe showing tanker traffic for 2005 and oil spills from tankers since 1970. (Source: ITOPF, 2007).
The state of maritime traffic

Looking at the intensity of maritime oil transport in European waters as an indicator of risk (Fig. 2), one can conclude that tanker routes are crossing the marine waters of virtually all European coastal states, although the risk for some countries is higher than for others because of a higher traffic intensity and notoriously bad weather and sea conditions. In addition, since other types of ship also carry oil as fuel within their bunker tanks, there is risk associated with all marine traffic. (Reconsidering the European examples above, less than half were spills from tankers.) Thus, any area that is rich in vulnerable wildlife at any time of the year is potentially at risk, especially if it is located close to shipping lanes.

Risks to wildlife

Wildlife vulnerability maps are not available in a consistent format in order to present an overview for Europe. Birdlife International’s map of Important Bird Areas (IBA’s, Fig. 3) in Europe may provide a rough indication of the location of vulnerable coastal areas although offshore areas are not covered in this overview.

Regionally, atlases for seabirds are available, e.g. for the North and Baltic Seas¹. These show coastal and offshore areas in which large parts of a species’ population are concentrated at particular times (Fig. 4). In general, oil vulnerability atlases assess the seasonal vulnerability of the flora and fauna of certain marine areas to oil spills, based on the concentrations of individuals of vulnerable species in certain periods (Fig. 5).

¹ Camphuysen (2007) provides an overview of current knowledge regarding the distribution of seabirds at sea in Europe and of the attempts to evaluate species-specific and area vulnerabilities to oil spills. From this overview it appears that only a few areas are well covered and have resulted in the publication of atlases.
The seasonal flyways of migrating birds should also be taken into account as an indicator of the temporary abundance of a large variety of species, some of which may be particularly vulnerable to oil pollution.

In addition to seabirds the abundance of marine mammals (pinnipeds and otters) and sea-turtles may need to be considered, as well as the habitats on which they are (seasonally) dependent. Although these species are unlikely to be affected by spills in high numbers, the risk of and response to the oiling of individuals should be considered from a conservation perspective.

Figure 5: A map showing the seasonal vulnerability of areas in the North Sea due to the high concentration of individuals of a certain vulnerable species. The map illustrates the situation in June. (Source of figure: IPIECA 2004)
3. Rationale

In consideration of the risk assessment, one should conclude that virtually all coastal and offshore areas in Europe are potentially at risk. The exact level of risk in different seasons is best assessed at a national level, taking into consideration all relevant data and likely scenarios.

An oil spill that occurs at a particularly vulnerable time in a highly sensitive area, may confront a coastal state with considerable challenges connected to the sudden arrival of tens (in the case of marine mammals or turtles), hundreds, if not thousands (in the case of gregarious seabirds) of oiled animals on the shores. Immediate questions that need to be answered at this point are: what should be done? For what purpose? And by whom?

Experience with recent incidents demonstrates that problems with oiled wildlife may develop dramatically in a short period of time. Some scenarios will not provide the time needed to source responders and the equipment in order to mount an effective wildlife response.

On top of various logistic challenges that a wildlife incident may bring, ethical dilemmas need to be solved regarding how to treat the animals in a responsible way, in the case that many of the casualties are still alive and suffering from the effects of being oiled.

Also conservation issues may have to be considered in the decision making process, especially if the spilled oil happens to affect individuals of a highly endangered species, a small endemic population or significant parts of the breeding population of a more numerous (or common) species. Day to day scientific monitoring and collection of live and dead casualties is needed to assess the impact of the spill on the populations involved.

Species that are vulnerable to oil spills are often migratory, which means that the impacts of their

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**Oiled wildlife response plans**

As of 2007, oiled wildlife response plans are known in a number of countries:
- France
- United Kingdom
- Belgium

Other countries are in a process of oiled wildlife response planning (as of mid 2007):
- Netherlands
- Germany
- Spain

In a number of countries discussions take place between wildlife responders and their authorities, which eventually may result in an agreed response plan:
- Ireland
- Norway
- Finland
- Estonia

Countries with an oil spill plan in place often have previously experienced a large scale oiled wildlife incident and have decided to be better prepared in case of a next event. The experience of these countries have inspired other countries to consider planning as the best guarantee for an effective and professional approach, realising that they run a similar risk.
involvement in an oil spill may be felt more heavily away from the area in which the spill takes place. Responding effectively to an oiled wildlife incident can therefore become an international responsibility that would ideally be carried out using internationally agreed guidelines on good practice.

In some cases local wildlife response capacities may be overwhelmed by the effects of a spill and additional resources may need to be sought from outside the area/ country. In order to facilitate the effective integration of external assistance with existing capability in such instances, it may be beneficial to develop an internationally-coordinated system of preparedness and response.

In consideration of the above, it would be ideal if European coastal states would:
- Develop oiled wildlife response plans as an integrated part of national oil spill preparedness.
- Incorporate international guidelines of good practice into such plans.
- Participate in the development of an international wildlife response plan in order to manage large scale incidents that overwhelm local capacity.

Promisingly, a few states have already reached the stage of having oiled wildlife response plans and yet more are in the process of developing plans or are showing an interest in doing so (see box on previous page).
4. The proposed Plan

A European Response Plan: The Vision

It is hoped that a state of preparedness can be reached that would allow effective response to oiled wildlife incidents throughout Europe, based on internationally-agreed standards of good practice (see box).

The proposed plan aims to achieve this objective through international cooperation. The plan is based on the concept of ‘tiered response’ and a model of European centralised response facilities which are developed and maintained through international cooperation.

Tiered Response
Tiered response is an established concept in the field of oil pollution control that relates to both the scale of the incident and its proximity to resources required. Thus, the tier level of a spill gives an indication of the seriousness of the incident and the level of external assistance that may be required. By adopting the tiered response system, a clear but flexible structure can be applied to local and national preparedness, avoiding the high cost of maintaining resources that may be required for dealing with very rare but large scale incidents.

An oiled wildlife response
An oiled wildlife response may consist of one or a number of the following actions:
- Avoidance of intervention (e.g. in cases where action would be irresponsible given the species involved or the dangerous circumstances under which a response would take place). This may include preventing members of the public from taking independent action.
- Active attempts to reduce impacts by deterring (e.g. hazing*), or pre-emptively capturing wildlife deemed to be at risk whilst remaining in coordination with the overall pollution response.
- Attempts to capture, clean and rehabilitate live oiled animals, or humanely euthanize them.
- The systematic collection of corpses for scientific analysis and to prevent secondary contamination (scavenging).

* tactics for scaring birds away from oil

Designing a national tiered response system
At a national level, authorities and other competent stakeholders should be able to define tiers of response capacity and determine the resources that would be available for each of these levels. In addition, criteria for scaling the response up to the next level should be agreed. Table 1 provides guidance for a pragmatic approach based on the level of preparedness national groups and experts currently have.

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The Response Plan in operation
The operational aspects of the plan are described in the box on the next page.

The idea underlying the model is that a country could potentially achieve a higher state of preparedness through integration of assistance from experienced oiled wildlife responders from other (European) countries as part of their contingency planning. Countries could help to build international preparedness by training their national wildlife responders to international standards and by facilitating their participation in Tier 3 responses elsewhere if assistance is appropriate.

The tiered approach has a number of advantages:

1. It could offer an effective system to meet a country’s need to prepare not only for most likely but also for worst case scenarios, while sharing the financial burden of maintaining the highest level of preparedness with others.
2. Countries could increase their capability to respond at Tier 1/2 levels by allowing their national responders to be trained internationally whilst building European Tier 3 response preparedness. In this way, the European Tier 3 capacity would have a broad international representation, thereby facilitating its integration into national response frameworks.
3. Building the Tier 3 response capacity at a European level could build an international community of skilled responders that are familiar with and contribute to the development of international standards of good practice. This would further the development of methods and technologies and improve the effectiveness of wildlife response and rehabilitation.

<table>
<thead>
<tr>
<th>Tier 1</th>
<th>A small scale incident that can be dealt with locally, e.g. by the nearest expert group using their permanent facilities.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tier 2</td>
<td>A larger, more complex incident that goes beyond the Tier 1 level but can still be dealt with by the national response capacity. The response might need the assistance of external expert groups and the deployment of mobile equipment from elsewhere in the country. In certain cases the involvement of experts, facilities or equipment from a neighbouring country may be considered to deal with the incident effectively.</td>
</tr>
<tr>
<td>Tier 3</td>
<td>An incident beyond the response capacity that is defined at the Tier-2 level and which would need a multi-stakeholder involvement, full integration into the national incident response system and the mobilisation of specialised international tier-3 resources in order to deal with the considerable challenges effectively.</td>
</tr>
</tbody>
</table>

Table 1: Guidance for a tiered response system to be established on a national level.
Box II: European Wildlife Response Plan: A proposed model

An oil spill in the waters of Country A (see graphic) may affect vulnerable wildlife in the region, resulting in oiled animals arriving on the shore in the aftermath of the incident. Country A has defined two levels of response: Tier 1 being a small-scale local response and Tier 2 being the maximum capacity that the country as a whole could effectively mobilise. The incident may develop through different stages (stage 1, 2 and 3) as defined by an increasing number of casualties and an increasing complexity of the required response. If the incident were to exceed the capacity of Country A, the assistance (expertise, equipment) from neighbouring Country E could be requested directly. In addition, an international emergency response coordinator may be notified to discuss the situation and availability of additional international resources. In case of further escalation and upon receipt of an explicit request from Country A, the coordinator could facilitate the mobilisation of appropriate Tier 3 assistance from different sources and through a network of national focal points. Resources may include specially trained manpower, experts or Tier 3 response teams, as well as mobile equipment. Should international expertise be mobilised, close liaison with local Tier 2 responders and government agencies would be required in order to coordinate with existing plans. Assistance rendered would focus on capacity building e.g. by setting up temporary facilities or by providing expertise to optimise existing operations.

International Tier 3 Response

Types of response
Assistance at a tier 3 level would involve the exchange of experienced responders bringing skills and expertise required to run the response at an appropriate scale.

At the international level, an emergency coordinator could administer a database of national contact points and experts in fields such as response management, euthanasia and rehabilitation or impact assessment. Ideally, these should be trained to work together as a coordinated response team and integrate with local responders.

Scale of assistance
The scale of assistance should be flexible and not exceed the request of the country and reasonable requirements of the spill. Depending on the scale of the incident, technical advice may be required which could be provided remotely without the need for mobilisation of personnel. In more complex situations, on-site advice, training or assistance may be
required for example with hands-on activities or veterinary care. In some cases, larger experienced teams may be needed, for example to help set up temporary facilities.

Planning options
As part of national planning and strategy development, different definitions for a tiered response approach may be appropriate, depending on the agreed objectives or available in-country resources:

Example 1 A country that does not have any in-country experience or facilities may fully depend on international resources. However, it may still be beneficial for a national plan to provide a management system and guidance e.g. on the preferred strategy, and the local sourcing of volunteers, etc.

Example 2 A country may choose not to attempt to rehabilitate oiled wildlife. In this case, planning could identify methodologies of euthanasia at different scales, and perhaps a communication strategy to assist with public awareness.

Example 3 A country may have sufficient resources to deal with large scale incidents and may not require international assistance. Within the plan the maximum rehabilitation capacity could be defined and guidelines could be put in place for dealing with larger volumes of casualties. National responders could potentially be made available for international Tier 3 incidents.
5. Implementation?

As stated before, the proposed response plan has no formal status and there is no obligation for any party to implement it. However, we hope that the proposal makes sense to key actors amongst competent authorities, response experts and NGO’s in different countries and that new concerted initiatives will be taken towards wildlife response planning and international cooperation as proposed in the plan. Below, we describe some existing initiatives that could be used as building blocks for the plan’s implementation and steps that can be taken at different national and international levels towards the development of effective and cost efficient solutions.

Building upon existing expertise and networks

Tier-3 response assistance has been provided on a number of occasions in various European incidents in the past. The assistance tended to be provided by invited international wildlife response organisations or volunteer groups who were mobilised to assist. Increasingly, these types of responses have become better organised and coordinated. Sea Alarm has taken the role of an international facilitator and coordinator for preparedness and response activities. An international network of oiled wildlife responders has developed, including organisations and individual responders with professional experience in the field of wildlife rehabilitation, impact assessment and emergency response management.

Three EU projects carried out in the course of 2006 and 2007 concluded that there is an urgent need for national oiled wildlife response planning and expansion of already existing international cooperation between countries and between key actors. The projects have also resulted in a Handbook on Impact Assessment, a Handbook on Good Practice to Oiled Birds Rehabilitation, a dedicated website, www.oiled-wildlife.eu and this European

Figure 5: Training of Tier-3 responders. A first group of 15 responders from different European countries received international Tier-3 response training in Brussels, November 2006. Other sessions are scheduled.
Oiled Wildlife Response Plan. The results of the EU projects offer guidance to good practice and cost efficient international solutions and need to be brought under the attention of key actors at national and international levels.

A new EU project: Reducing the Impact of Oil Spills (RIOS, in the period 2007-2008) will aim to identify new research priorities in the field of oiled wildlife response. The project will assess the state of the art in four scientific areas and identify priorities for EU scientific budget lines. The identified fields include:
- Methodologies in oiled wildlife rehabilitation
- Post release survival monitoring
- Impact assessment
- Vulnerability mapping.

The results of this project will further enhance the development and use of scientifically sound approaches and methodologies in oiled wildlife response.

Guidance to the international implementation of the Plan
While a professional infrastructure for Tier 3 response and training of responders is being developed (a programme run by Sea Alarm in cooperation with Oil Spill and East Asia Response Limited), further commitment of national authorities is needed if they wish to integrate this independent infrastructure into the existing systems of national and international oil spill response preparedness.

In order for the proposed plan to be implemented effectively, concerted action is needed to put different crucial elements in place:

A. Integrated wildlife response plans in each of the participating countries that would facilitate the integration of Tier 3 resources into a national response.
B. Active participation of national authorities in international discussions on standards of good practice, especially with regards to the treatment of oiled animals from different species and appropriate impact assessment.
C. Shared knowledge and understanding of standards of good practice between national authorities and response groups. This could be achieved through workshops and training.
D. A funding system that is able to cover the costs of an international Tier 3 response, sometimes in anticipation of the recovery of these costs from insurers or international compensation mechanisms.
E. An international 24/7 coordination facility that could be accessed by individual countries and facilitate the mobilisation of appropriate manpower and equipment. The coordination facility should have knowledge of response systems in the different countries as well as relationships with national responders in order to facilitate a seamless integration of Tier 3 assistance.
F. A directory of qualified responders from different European countries, including experienced responders and teams, who individually or jointly can provide the requested assistance professionally and according to international standards of good practice.

G. A system of maintenance for the coordination facility and the response skills of the Tier 3 responders.

These elements should be discussed at national and international levels. At the international level, oiled wildlife response should be integrated into the existing systems of cooperation and mutual assistance. This should facilitate the implementation of standards of good practice, the integration of wildlife response in oil spill preparedness programmes and the access to existing budget arrangements to develop training, create training opportunities and carry out research projects.

**Coordinated Action**

Implementation of the Plan must take place at different levels and by various actors. An overview of action in different phases is summarised in Table 2.
Table 2: Overview of coordinated actions in three different stages of preparedness development

<table>
<thead>
<tr>
<th>Phase</th>
<th>National (National authorities and stakeholders)</th>
<th>International (Governmental organisations)</th>
<th>Private (NGOs, Industry)</th>
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<tbody>
<tr>
<td>Starting point</td>
<td>Wildlife response plans exist in different countries. In other countries response plans are being developed, in others discussions between key stakeholders have begun.</td>
<td>Regional agreements on cooperation and mutual assistance for oil spill response and preparedness exist. Also at the EU level, bodies and programmes have been created for development of exchange of knowledge and expertise and to facilitate mutual assistance. Oiled wildlife response and preparedness should be integrated into these programmes.</td>
<td>Active NGO networks already exist and are developing standards of good practice and professional systems for training and oiled wildlife response, i.e. in close cooperation with industry.</td>
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<td>Phase 1 Initiation</td>
<td>- Identify the responsible authorities - Identify stakeholders - Assess risk and capacity - Identify the different levels of Tiered Response (Tier 1, Tier 2, Tier 3) - Organise discussions to explore risk, strategy, methodologies and cooperation</td>
<td>Regional seas cooperation + EU - Include wildlife response as a priority in cooperative programmes - Encourage national wildlife response planning - Create one or more task groups at the appropriate level to identify and prioritise activities and monitor international progress</td>
<td>Assist, advise and encourage the initiation of coordinated action at national and international levels.</td>
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<tr>
<td>Phase 2 Development</td>
<td>- Write and implement a wildlife response plan - Create a budget for the implementation of the plan - Fund preparedness (training, facilities, equipment) - Develop an emergency response budget (best integrated with financial resources for oil spill response) - Facilitate the training of wildlife rehabilitators, veterinarians, scientists, and other key players in national or international training</td>
<td>Regional seas cooperation - Develop regional perspectives on oiled wildlife response and planning - Facilitate regional training events - Organise workshops and conferences</td>
<td>Participate in the development of international tools, communication mechanisms and activities</td>
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<td></td>
<td>EU level</td>
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<td></td>
<td>- Create long term budgets or opportunities within existing budgets for scientific development, methodology development, networking, training</td>
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<td>- Create platforms for the identification and sharing of good practice</td>
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<td></td>
<td>- Consider an international emergency fund for oiled wildlife response to support national authorities to bear the initial costs of a Tier-3 response</td>
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<td></td>
<td>- Facilitate (budgets for) Tier-3 training and exercises at regional levels</td>
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<td>- Identify and support a 24/7 emergency response coordinator</td>
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<td>- Facilitate (budgets for) relevant projects</td>
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<td></td>
<td>- Facilitate (budgets for) workshops and conferences</td>
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<tr>
<td>Phase 3 Maintenance</td>
<td>- Develop integrated exercises and training opportunities for national stakeholders - Maintain and encourage the development of good practice - Share internationally</td>
<td>- Make available centralised information sources - Directory of authorities, responders and mobile units - Informative websites - Facilitate (budgets for) conferences and workshops - Provide structural funding of maintenance activities - Commission the evaluation of responses</td>
<td>Accept roles and responsibilities in cooperation with national authorities and international organisations</td>
</tr>
</tbody>
</table>
6. References


