



COUNCIL OF  
THE EUROPEAN UNION



## Council conclusions on Further Developing Risk Assessment for Disaster Management within the European Union

*3081st JUSTICE and HOME AFFAIRS Council meeting  
Luxembourg, 11 and 12 April 2011*

The Council adopted the following conclusions:

- "1. **Recalling** the 2009 Council conclusions on a Community framework on disaster prevention within the EU<sup>1</sup> which highlighted the potential added value of an EU dimension in areas of risk identification and analysis, impact analysis, risk assessment and matrices, scenario development and risk management measures and invited the Commission to develop guidelines, in a concerted action with Member States, taking into account work at national level on methods of risk mapping, assessments and analyses, in order to facilitate Member States' action in these areas and to ensure better comparability between the methods used by Member States;
2. **Recalling** that before the end of 2011, the Member States are invited to further develop national approaches to, and procedures for, risk management, including risk analyses, covering the potential major natural and man-made disasters, taking into account the future impact of climate change, and **recalling** that before the end of 2012 the Commission, using the available national risk analysis and taking into account the future impact of climate change and the need for climate adaptation, is to prepare a cross-sectoral overview of the major natural and man-made risks that the EU may face in the future and on this basis identify risks or types of risks that would be shared by Member States or regions in different Member States;

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<sup>1</sup> 15394/09.

# P R E S S

3. **Considering** that coherent national risk assessments will underpin a common understanding in the EU of the risks faced by Member States and the EU, and will facilitate cooperation on efforts to prevent and mitigate shared risks, such as cross-border risks, and **considering** that comparability of risk assessment methods would add value to the individual efforts of Member States and would allow risk assessments to be shared between regions or Member States facing the same or similar risks;
4. **Considering** that evidence-based risk assessments and risk mapping contribute to ensuring that policy decisions are prioritised in ways which address the most severe risks with the overall aim of disaster prevention;
5. **Recalling** the Stockholm Programme - "An open and secure Europe serving and protecting citizens"<sup>2</sup>; **recalling** the Commission Communication on the EU Internal Security Strategy in Action: Five steps towards a more secure Europe<sup>3</sup>, announcing the development, together with Member States, of EU risk assessment and mapping guidelines for disaster management, based on a multi-hazard and multi-risk approach, covering in principle all natural and man-made disasters including the consequences of terrorism, and stipulating that by 2014 the EU should establish a coherent risk management policy linking threat and risk assessments to decision-making;
6. **Considering** that it would be appropriate for the Member States and the Union to identify, analyse, evaluate, communicate, and address the risks they face in terms of likelihood<sup>4</sup> of an incident, vulnerability and its impacts;
7. **Taking into account** existing EU legislation in order to ensure conformity with relevant initiatives, such as the INSPIRE Directive<sup>5</sup> and the GMES Regulation<sup>6</sup>, and the need for complementarity with other relevant EU legislation, such as the Floods Directive<sup>7</sup>, the Seveso II Directive<sup>8</sup>, the Nuclear Safety Directive<sup>9</sup> and the Directive on European Critical Infrastructures<sup>10</sup>;

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<sup>2</sup> 5731/10.

<sup>3</sup> 16797/10.

<sup>4</sup> Likelihood can mean either quantitatively measured probability or qualitatively judged plausibility of an event occurring.

<sup>5</sup> Directive 2007/2/EC of 14 March 2007 establishing an Infrastructure for Spatial Information in the European Community (INSPIRE), OJ L 108, 25.4.2007, p.1.

<sup>6</sup> Regulation (EU) No 911/2010 of 22 September 2010 on the European Earth monitoring programme (GMES) and its initial operations (2011 to 2013), OJ L 276, 20.10.2010, p.1.

<sup>7</sup> Directive 2007/60/EC of 23 October 2007 on the assessment and management of flood risks, OJ L 288, 6.11.2007, p. 27.

<sup>8</sup> Council Directive 96/82/EC of 9 December 1996 on the control of major-accident hazards involving dangerous substances, OJ L 10, 14.1.1997, p.13.

<sup>9</sup> Council Directive 2009/71/Euratom of 25 June 2009 establishing a Community framework for the nuclear safety of nuclear installations, OJ L 172, 2.7.2009, p. 18.

<sup>10</sup> Council Directive 2008/114/EC of 8 December 2008 on the identification and designation of European critical infrastructures and the assessment of the need to improve their protection, OJ L 345, 23.12.2008, p.75.

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8. **Emphasises** that risk assessment can help to improve disaster management by enhancing the basis for the analysis of prevention and preparedness measures as well as for capacity analysis and capability planning, and is a continuous and necessary building block for the development of a coherent risk management policy;
9. **Welcomes** the Commission's Guidelines on Risk Assessment and Mapping for Disaster Management<sup>11</sup>;
10. **Invites** the Commission to:
  - a) support Member States in their efforts to initiate developing national risk assessments by the end of 2011, by, inter alia,
    - making available appropriate examples of good practice for different types of risk scenarios,
    - facilitating the exchange of best practices and lessons learned regarding the development and implementation of risk assessment methods between Member States,
    - disseminating the results of studies which could contribute to risk assessment mapping for disaster management in a useable format,
    - organising dedicated workshops and expert meetings so as to be able to get Member States' experts acquainted with the risk assessment methodology as described in the Commission's Guidelines on Risk Assessment and Mapping for Disaster Management,
    - supporting analysis of relevant aspects of existing EU legislation which would need to be taken into account;
  - b) further elaborate the best use of risk mapping as a supporting tool in the risk assessment process in respect of the existing sectoral EU legislation;
  - c) build on risk assessment work as the essential input for capacity analysis and capability planning with a view to developing a coherent risk management policy at EU level in respect of the existing sectoral EU legislation;
  - d) update Member States on progress and make use of the relevant expertise of the Member States in developing an overview of the risks the EU may face in the future; and by early 2012, report on information that Member States have provided with regard to risks of relevance to the development of that overview;
  - e) amend the Risk Assessment and Mapping Guidelines for Disaster Management in order to make it clear that consequences of terrorist attacks should be taken into account;

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<sup>11</sup> 17833/10, SEC(2010) 1626.

**11. Invites** the Member States to:

- a) identify a single point of contact to coordinate the work on national risk assessments;
- b) organise appropriate coordination between relevant stakeholders in the various risks, in order to agree on and define a common understanding of risk terminology and methodology and enable the establishment and assessment of relevant risk scenarios;
- c) provide relevant non-sensitive information<sup>12</sup> to the general public and stakeholders on the results of risk assessments, in order to raise awareness and enhance preventive measures and preparedness;
- d) identify and analyse single-risk scenarios, and also strive to consider significant multi-risk scenarios, where possible;
- e) use good practice whenever possible, bearing in mind in particular the examples of good practice for various types of risk scenarios that the Commission and others may provide as guidance;
- f) where appropriate, employ both qualitative and quantitative methods in risk assessments;
- g) take into consideration the available results of national risk assessments for the purposes of appropriate capacity analysis and capability planning, as part of prevention and preparedness, in order to further develop a national disaster risk management policy in respect of the existing sectoral EU legislation;
- h) share information and good practice with other Member States and the Commission, in particular for similar and shared risks, with a view to developing closer cooperation in the field of risk management;

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<sup>12</sup> Documents which are excluded from access by virtue of the access regimes in the Member States, including on the grounds of:  
- the protection of national security (i.e. State security), defence, or public security;  
- statistical or commercial confidentiality, Directive 2003/98/EC of 17 November 2003 on the re-use of public sector information, OJ L 345, 31.12.2003, p. 90.

- i) provide the Commission by the end of 2011 with the information available on progress, and in particular:
- a description of the process, methodology, methods, and non-sensitive data used for national risk assessments;
  - non-sensitive details of the assumptions and risk scenarios, and non-sensitive information on the results of the national risk analysis;
  - a description of impacts and likelihood resulting from the risk scenario analysis in an appropriately disaggregated format, e.g. separately for human, economic, environmental and other impacts, such as political, social/psychological, in line with the EU guidelines;
  - a short list of risk scenarios in an order enabling identification of risks likely to be shared by Member States, and including low-probability, high-impact risks which Member States acting alone would be unlikely to be able to address;
  - any other risks considered important for the EU overview, including low-probability, high-impact risks;

**12. Invites** the Commission, in close cooperation with Member States, to regularly update the Guidelines on Risk Assessment and Mapping for Disaster Management in the light of advances in research and implementation experience in Member States, in particular in the areas of terminology, methodology, impact assessment and scenarios."

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