Abstract

Based on the C-WMD Network approved Roadmap, RACVIAC, with the support of the United States European Command, organised a second event related to the process of developing national strategies to counter the proliferation of weapons of mass destruction.

During the first session, a Senior Leadership Forum held on September 22nd, three key subjects were discussed: current regional CBRN/WMD threats, international obligations related to counter proliferation of weapons of mass destruction, and the development of a national strategy. This Forum also provided an excellent opportunity for participating countries to voice their support for this multi-year project.

The second session, from 23rd to 25th September, was dedicated to designated national working / drafting groups who actively participated in the open discussions and the breakout groups. They had the opportunity to define the strategic context of the WMD national strategy and discuss the importance of an action plan for the implementation of the strategy. They also discussed some legal challenges in WMD counter proliferation and worked enthusiastically on a strategy template that would support their work at the national level.
Activity Background

Building upon the Proliferation Security Initiative Table Top Exercise (PSI TTX) held in RACVIAC in April 2015, and based on the multi-year Roadmap approved during the 32nd MAG meeting, the C-WMD Network organised a second event to discuss the strategic context of counter proliferation and the development of national strategies and action plans.

Activity Facilitators

The C-WMD Network highly appreciates the continuous support from the United States European Command (USEUCOM) and the U.S. Defense Threat Reduction Agency (DTRA) without whose active involvement the whole process of developing national strategies to counter the proliferation of weapons of mass destruction and their means of delivery would not be possible. The C-WMD Network also welcomes the active engagement of the Republic of Croatia in the planning and execution of this event through the participation of representatives from its Ministry of Foreign and European Affairs and its Ministry of Defence.

Activity Venue, Duration and Participation

The whole activity was conducted in RACVIAC premises and it was divided into two sessions: a Senior Leadership Forum held on 22nd September 2015, followed by a working session from 23rd to 25th September 2015.

In all, 71 participants from The Republic of Albania, Bosnia and Herzegovina, Bulgaria, the
Former Yugoslav Republic of Macedonia\(^1\), Moldova, Montenegro, Romania, the Republic of Serbia, Turkey and Kosovo\(^2\), as well as subject matter experts and consultants from DTRA International Counterproliferation Program (ICP) took part in the event.

**Activity Description and Content**

The Senior Leadership Forum was held on September 22\(^{nd}\), attended by ambassadors and senior political representatives from the ministries of foreign affairs and ministries of defence of the participating nations. The event was opened by RACVIAC Director, Ambassador Branimir Mandić.

Three presentations were given to facilitate further discussion on strategy development and the way ahead.

Brigadier General Zdravko Jakop, RACVIAC Deputy Director, briefly touched upon CBRN threats and challenges at the global level and the specific threats and challenges in South East Europe. Despite the very specific geo-political position of SEE that could be misused for proliferation activities, participating countries find themselves in a very good starting position to enhance cooperation in the field of CWMD since they neither possess nor produce CBRN weapons, are parties to the main international agreements and members of the main organisations whose aim is to combat proliferation of WMDs. Success in the prevention, or otherwise recovering from CBRN incidents, lies in a higher level of mutual understanding, better exchange of relevant information and enhanced coordination of activities in the region.

Mr Michael Thornton, team leader of the EU CBRN Centres of Excellence Risk Mitigation Initiative, talked about international obligations related to combatting the proliferation of WMDs. From 1925 (Geneva Protocol) all through 2004 (CTBT, BWC, CWC, NPT) with the adoption of UNSCR 1540, the international community has not spared efforts in establishing non-proliferation regimes. Nevertheless, the challenge remains in the full and effective implementation of all agreed measures for which there is no “one-size-fits-all” approach.

Mr Andrew Dolan, DTRA ICP Senior Consultant, briefly talked about strategy development,

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1 Turkey recognises the Republic of Macedonia under its constitutional name
2 * This designation is without prejudice to position on statues, and is in line with UNSCR 1244 and ICJ

**National working/drafting teams following discussions at the Senior Leadership Forum through video-link**

**Opinion on the Kosovo Declaration of Independence (In accordance with Arrangement regarding representation and cooperation)**
highlighting the main elements to take into consideration when embarking on the process of developing a national strategy to counter proliferation of WMDs. The work is basically a national statement of intent where concepts and operational capacities converge, while the most problematic step is to decide on the approach to the development of a strategy.

The presentations were followed by discussion on strategy development and the way ahead. Stressing their full commitment to peace and security, all national representatives expressed a high degree of interest in the development of national strategies to counter the proliferation of WMD. While each participating nation is working on the implementation of the obligations stemming from UNSCR 1540, and some countries have actively joined the EU CBRN initiative, they all consider cooperation at the regional and international levels to be essential for a harmonized approach to counter proliferation of WMD.

The second session, September 23rd-25th, was dedicated to the national working/drafting teams. Some time was devoted to presentations and case studies, whereas smaller breakout groups worked on identifying strategic responses and drafting a national strategy template.

Ms Mihaela Barić, Head of the Division for International Security at the Ministry of Foreign and European Affairs of Croatia, gave a presentation on CWMD National Strategy. The Croatian CWMD National Strategy defines the general framework of action for the suppression of WMD proliferation, provides guidelines for improving existing measures and developing new ones, strengthens activity coordination of state and public authorities and promotes cooperation with other states and international organisations. It was developed with the aim of enhancing national security; disabling development, procurement, manufacture, transit and use of WMD; strengthening the national prevention system; getting ready for prompt and efficient response, and providing an active contribution to the efforts of the international community related to non-proliferation of WMD.

Mr Andrew Dolan, DTRA ICP Senior Consultant, defined the strategic context in terms of threats, challenges, and responses. The critical elements in WMD proliferation are the material used to construct a weapon, the warhead and the delivery system. Among potential threats he mentioned the deliberate use of WMD, accidental use, theft, buying/selling weapons or associated elements and blackmail. Proliferation challenges were described as conceptual (e.g. failure to adhere to treaty obligations) and systemic (e.g. dual-use technology complicates transparency and certainty). As responses to proliferation, a sound legal framework, good enforcement and regional and international cooperation were highlighted. As challenges within the RACVIAC area, Mr Dolan mentioned the proximity to conflict zones, the transfer or fabrication of components, the link between mass migration and the movement of possible terrorists, economic dislocation and theft of materials.
The Honourable Judge Richard Stearns talked about the importance of legal considerations in strategy development and presented a case study showing the legal challenges facing WMD counterproliferation. Judge Stearns briefly talked about the essential national laws that address WMD issues and terrorism, and addressed the sources of international law and international regulations. He also talked about the milestones of the European Law Enforcement and the very actual challenge that asylum seekers and refugees pose to Europe, especially the Schengen Agreement and its principle of free movement of people.

Mr Piotr Bartoszek, from the EU Border Assistance Mission to Moldova and Ukraine, gave a brief presentation on EUBAM. EUBAM was established in 2005 especially for the Transnistrian Region within the context of the European Neighbourhood and Partnership Instrument, and with the International Organisation for Migration (IOM) as implementing partner. EUBAM has no executive power, but only an advisory role to support the enhancement of border-management of Moldova and Ukraine. On the one hand, EUBAM encourages the movement of legitimate trade and travel, while on the other hand, it strives to tackle criminality like trafficking in human beings, which is a very serious issue in the region, by putting the stress on the practical side of border and customs control and border surveillance on the ground.

Finally, Mr Andrew Dolan talked about the importance of developing an action plan that would support the implementation of the CWMD national strategy. He defined the action plan as a statement of what is to be achieved over a certain period of time to meet the goals. The objectives of the action plan normally reflect those objectives set in the national strategy. It is important to include measures and actions that are achievable, as well as identifying what organisation is responsible for the implementation of the measures and actions. It is essential to include clear and attainable deadlines and monitor them regularly as well as to consider the necessary resources (money, manpower, equipment and training, legislation) to meet the objectives.

During each of the three days some time was devoted to work in smaller breakout groups. Short exercises were conceived to allow participants the opportunity to consider strategic directions of national policy based on their appreciation of the threats, risks, and challenges they face.

They breakout groups also participated in a simulation tabletop exercise whose scenario was designed to help raise awareness of a series of key issues like the global nature of proliferation, the importance of export control and maritime interdiction, among others.

Participants also devoted some time to drafting a national CBRN strategy template in the breakout groups. Drafting was introduced during this event as direct support to the work the national working/drafting teams are carrying out in their own countries.

**Conclusion**

The Senior Leadership Forum offered an excellent opportunity for participating nations to express
their support to the process of developing a national strategy, fully aware that this is a multi-year project that calls for time, human and financial resources.

Second Session Group Photo

During the second session the working/drafting teams showed once again great enthusiasm and dedication to the process of developing a CWMD national strategy. It is important to underscore the uniformity of appreciation of the WMD proliferation issues that was evident during the work in the smaller breakout groups.

During the closing remarks, LTC Joseph Kling, USEUCOM, briefed the audience on the way ahead. He highlighted the most important themes that will be developed during the three formal engagements per year (January, April and September). As from January 2016, at each event participating nations will have an opportunity to give brief presentations on their own process of developing a national strategy to counter the proliferation of weapons of mass destruction.

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