



Regional Organization Study: Barents Euro-Arctic Region

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Executive Summary¹

This case study provides a comprehensive description of cooperation in the Barents Euro Arctic Region (BEAR). Regional cooperation in this area includes two inter-related organizations. The first is the Barents Euro-Arctic Regional Council (BEAC), which is as an intergovernmental forum that consists of Sweden, Denmark, Norway, Finland, and the Russian Federation. The second is the Barents Regional Council (BRC), which is an interregional forum that consists of 13 counties or provinces from northern Norway, Sweden and Finland and northwestern Russia. In the last 20 years this unique institutional framework has expanded to include cooperation not only on economic and social development, but also in the area of civil security. Building on and complementing existing cooperative endeavours in the field – such as cooperation in maritime and aeronautical search and rescue, existing bilateral agreements on emergency cooperation, and the 1986 Convention on Assistance in Case of a Nuclear Accident or Radiological Emergency – the members of the BEAC and the BRC institutionalized emergency management cooperation in 2008. This includes *inter alia* notification of emergencies, the establishment of a joint manual, simulation exercises, the exchange of personal, and training. While still young, this form of cooperation shows much promise in an increasingly important region of the world. This study describes civil security cooperation within the BEAR. In particular, it provides an overview of the regional organizations’ cultural, legal and institutional design and it describes the relationships between BEAR and its member states, citizens and stakeholder. The final section of this article also assesses the current state of play by analyzing the effectiveness, efficiency and legitimacy of BEAR in relation to its civil security activities.

¹ This case study represents one of Regional Organizations (RO) compiled in the context of the Analysis of Civil Security Systems in Europe (ANVIL) Project. The ANVIL Project aims to map the variety and similarities in Europe's regional civil security structures, practices and cultures and investigate how variety affects the safety of Europe's citizens. The results give policy stakeholders a clear overview over civil security architectures and EU-added value to the debate concerning “not one security fits all”. The ANVIL project is funded by the European Commission within the Seventh Framework Programme. Read more at www.anvil-project.net

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1. Introduction²

In the immediate aftermath of the Cold War, the Norwegian foreign minister seized the opportunity to spearhead regional cooperation in the Barents region. This resulted in the establishment of the Barents Euro-Arctic Council (BEAC) and the Barents Regional Council (BRC) in 1993.³ This unique regional structure – collectively referred to as the Barents Euro-Arctic Region (BEAR) – provides a forum for cooperation between the Nordic countries and the Russian Federation on common regional issues such as the environment, economic development and societal wellbeing. Since the signing of its founding document, the Kirkenes Declaration, cooperation has deepened and expanded to include a range of topics from youth work, labor development, climate change, and the promotion and protection of the indigenous peoples of the northern region.

The genesis of civil security cooperation began with the creation of BEAR cooperation in the form of efforts to enhance the safety at nuclear power plants and rehabilitate contaminated areas caused by nuclear facilities (Stålvant 2002, p. 295). The scope of this cooperation has since expanded, most notably with the agreement on emergency prevention, preparedness, and response and the establishment of a Joint Committee on Rescue Operations in 2008.

This case study describes regional cooperation in the Barents region with a particular focus on its regional civil security system. The first section provides a description of the BEAC and the BRC, its membership characteristics, its cultural milieu, its organizational structure and legal framework. The study then explains the civil security system. The third part of the study explores the extent to which civil security conducted through the Barents Sea regional councils is efficient, legitimate, and effective.

² We would like to thank Carl-Einar Stålvant, Gunilla Reischl and Ylva Petterson for their valuable input into this study.

³ Note that throughout this case study the acronym BEAR (Barents Euro Arctic Region) will refer to the BEAC and the BRC.

2. Analytical Dimensions

2.1. Cultural and historical aspects

2.1.1. The establishment of the Council of the Barents Euro-Arctic Region and the Barents Regional Council

In 1987 Mikhail Gorbachev travelled to Murmansk in the Barents region to deliver a prestigious prize to the city. In his speech, Gorbachev took the opportunity to amplify his message of *perestroika* and *glasnost* by recommending a multi-lateral form of cooperation in the northern region of Europe (Gorbachev 1987). Emerging from the geopolitical shift at the end of the Cold War and spearheaded by Norway's Torvald Stoltenberg, six states and the European Commission gathered together to sign the Kirkenes Declaration, establishing the Council of the Barents Euro-Arctic Region in 1993 (BEAC).⁴ In addition to this seminal meeting of ministers/representatives from Finland, Norway, Russia, Iceland, Denmark and Sweden a further organizational structure emerged. Representatives from the counties of the northernmost parts of Finland, Norway and Sweden, and the north-west part of the Russian Federation, signed a cooperation protocol, establishing the Barents Regional Council (BRC): an agreement that supported the goals and principles of the Kirkenes Declaration. Thus, from its beginning, regional cooperation in the Barents offered a unique type of cooperation: an executive and intergovernmental 'layer' consisting of foreign ministers, and an inter-regional 'layer' consisting of local communities with an emphasis on its indigenous people.

The main aim of the Kirkenes declaration is to promote sustainable development in the region, as well as cooperation on industry, trade and commerce (BEAC 1993). In particular, the declaration outlines seven priority areas of cooperation: the environment, economic development, scientific and technological cooperation, transport and communication infrastructure, indigenous communities, culture, and tourism (Ibid). In the area of civil security, particular attention was also placed on nuclear and radiological safety. An action programme was created to 'prevent the risk of pollution from emissions from industry, nuclear installations, and dumping of hazardous waste in the region' (Ibid). Indeed, the newly formed regional cooperation was confronted with a large amount of military and civilian nuclear installations on land and at sea as reports on radioactive leaks were beginning to be made on badly stored fuels and decommissioned machinery (Personal correspondence 2013).

Since the Kirkenes Declaration, the goals and ambition of the BEAC and the BRC have grown. Specific projects, such as the facilitation of visa regimes in the BEAC region, the promotion of 'green'

⁴ Celebrating the 20th anniversary of the signing of the declaration, a new Kirkenes Declaration will be presented at the ministerial meeting in June 2013 (Utenriksdepartementet 2013).

economic growth, the establishments of *Indigee* (the indigenous entrepreneurship project), and attention to developing the northern sea route as a new 'global transit corridor' (BEAC 2011b), represent some of the concrete developments that have emerged from the original goals. Complementing the added depth that these endeavours provide, the scope of cooperation has also increased to include coordination of customs officials and national immigration officers to fight crime and the trafficking of human beings, the promotion of gender equality, and the institutionalization of emergency management cooperation.

The geographical and historical context of the region is unique. It encompasses an area of approximately 1,800,000 km sq: from the northern Atlantic coast in the west, the eastern Ural Mountains, Novaya Zemlya in the north, and the Baltic Sea Gulf of Bothnia in the south. To put this in context, the combined area is equivalent to France, Spain, Germany, Italy and the Netherlands (BEAC 2012b, p.3). Combined with a low population level of 6 million, these geographical features mean that distances are extensive and the climate extreme. Despite these structural limitations, the region is also rich in resources ranging from forests, fish, minerals, oil, and gas. Indeed, the region has recently received growing attention from the international community due to the possibility of large oil deposits there.⁵

2.1.2. The evolution of the BEAR membership

The original membership of the BRC consisted of seven counties and one representative of the Sami Council. These counties included Lapland in Finland; Finnmark, Troms and Nordland in Norway; Murmansk and Arkhangelsk in Russia; and Norrbotten in Sweden. Since then an additional six counties have been made members. They include Kainuu, and the Oulu region in Finland; Karelia, Komi, and Nenets in Russia; and Västerbotten in Sweden. This equates to 13 counties. In addition to the Sami representative, the Nenets and Vepsians are also represented in the BRC. The North Karelia County in Finland, the Council of Christian Churches in the Barents region, and the Parliamentary Association of North West Russia hold an observer status in the BRC. Observer status entails participation in meetings, where they can suggest items for future agendas and formulate initiatives (BRC 2012, Art. 12). Cooperation partners can also be included in the work of the BRC, the RC and working groups based on a case-by-case basis (cf. section 2.2.2).

⁵ The signing of the Kirkenes Declaration can in this regard also be seen as a rapprochement between the historical trading route between East and West and an effort to recreate a common identity based on the old Pomor trading links. Indeed, the 19th century represented highly interactive trade between northern Norway and Russia. Close cultural ties developed between Russian and Norwegian traders to the extent that a common language, 'Russian-Norwegian', began to develop (BarentsInfo, n.d).

Figure 2.0 Members of the BEAR



Source: BEAC 2013a

The BEAC membership is broader; it includes the BRC members as well as Iceland and Denmark. There have been no new members since 1993. However, there are now nine observer states that include Canada, France, Germany, Italy, Japan, the Netherlands, Poland, The United Kingdom, and the United States of America. Perhaps a reflection of the region’s growing importance vis à vis gas and oil deposits and the opening up of the northern sea route for shipping.

2.1.3. The member characteristics of the BEAR

The characteristics of BEAC member states represent a fairly homogenous community. Most of them have a small population, from 320,000 in Iceland to 9.4 million in Sweden, they share similar regime types as full democracies, and a majority enjoy a medium level of GDP. The Russian Federation stands out, however, as an authoritarian regime with a large GDP, a large population, and an expansive landmass. Half of the member states – Denmark (1973), Finland (1995), and Sweden (1995) – are members of the EU. See Table 2.0 for an overview of the BEAC member state characteristics.

Table 2.0 Member state characteristics of the BEAC

Permanent Members of BEAC/BRC	Population (m)	Area (sq km)	Regime Type		GDP (€m)	
			Government	Democratic Index		
Denmark	5.57	43,094	Parliamentary	Full democracy	9.52	248,954.3
Finland	5.36	338,145	Presidential	Full democracy	9.06	198,610.3
Iceland	0, 32	103	Presidential	Full democracy	9.65	11,119.8
Norway	4.95	323,802	Parliamentary	Full democracy	9.8	416,208.2
Russia	142.96	17,098,242	Presidential	Authoritarian	3.92	1,420,507.3*
Sweden	9.45	450,295	Parliamentary	Full democracy	9.5	423,981.9
<i>Total</i>	168.61	18,313,48	<i>n.d.</i>	<i>n.d.</i>	<i>n.d.</i>	2,719,382.0
European Commission	503.66	43,24,782	Regional Organization		n.d	13,006,096.9

EIU 2011; EUROSTAT 2013a; 2013b; UNSTAT 2013a; 2013b; CIA 2013 * note that the GDP figure for the Russian Federation (at current US prices) was taken from UNSTAT database for 2011 (most recent) and calculated on the current exchange rate of 1USD=0.764EUR. All other GDP statistics come from EUROSTAT (at current market prices) for 2013. Note also that area includes land and water in sq km.

The types of disasters occurring most frequently in the member states of the BEAC are transport accidents, followed by floods and storms. These and other major disasters that have befallen the members of the BEAC within the period 2000-2011 are depicted in Table 2.1. The types of disasters that are most common to the BEAC region – based on the number of countries that have experienced the same type of disaster – include (in descending order): storms, transport accidents, floods, industrial accidents, and earthquakes. Note that the Russian figures should be read in light of the extensive geographical area of the country: the data for major disasters from EM-DAT does not differentiate between different sub-regions.

Table 2.1 Major disasters in the BEAC countries: 2000-2011

	Storm	Transport accident	Volcano	Floods	Misc.	Industrial accident	Earthquakes	Epidemic	Extreme temp	Drought	Wildfire	Insect infestation	Mass movement wet
Denmark	4					2							
Finland		1		1									
Iceland			1				1						
Norway	3	2		2									

Russia	13	55		32	33	16	6	6	11	2	14	1	4
Sweden	2							2	1				
<i>Total</i>	<i>22</i>	<i>58</i>	<i>1</i>	<i>35</i>	<i>33</i>	<i>18</i>	<i>7</i>	<i>8</i>	<i>12</i>	<i>2</i>	<i>14</i>	<i>1</i>	<i>4</i>

Source: These figures come from the EM-DAT database on natural and manmade disasters (EM-DAT 2013)

As noted above, BRC membership consists of provinces or counties within each member state. It is these entities that are represented and participate in the BRC rather than national executives. Table 2.2 provides an overview of each province or county that is a member of the BRC with a focus on the population, population density, the geographical area, and the main economic sector. A general overview of these characteristics reveals a high amount of homogeneity. The population of each province is below 1 million except for Arkhangelsk. The average population density for each county is between 3 and 5 people per km, reflecting a highly sparse area.

Combined with extreme weather conditions, the Barents region presents particular challenges for cooperation. Indeed, one of the motivations for civil security cooperation, as presented in the Barents agreement on emergency management (BEAC 2008b), is the observation that the ‘nearest suitable response resources may be located in a neighbouring state’ (Ibid) which is principally due to the low population density and large area of land.

It is also worth noting the main economic sectors of each county or province in the Barents region, which is predominated by the extraction or use of natural resources. Except for Finland, which is more focused on the service sector and technology, the main economic sectors involve forestry, fishing, farming, and the extraction of oil and gas. If this region is highly dependent upon natural resources for its economic output, natural and manmade disasters such as storms, maritime pollution, extreme weather, floods, and mudslides can have considerable effects on the livelihood of the residents of the counties in the Barents region. The importance of the oil and gas industry in Norway and Russia should not be underestimated. Investments within this sector are a powerful driver for technological and mechanical innovations and provide important connections with Europe and the rest of the world. Indeed, the head of the International Barents Secretariat, Ari Sirén, noted that at least the Norwegians tend to view regional cooperation in the Barents as a bilateral forum for Russian and Norwegian energy interests (Sirén).

Table 2.2 Member state characteristics of the BRC

Country	County	Population	Population density (km sq)*	Area (km sq)	Main economic sector
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Finland	Kainuu	85,000	3.48	24,452	Timber
	Lapland	183,224	1.85	99,000	Service sector
	Oulu region	380,000	10.27	37,000	Technology
Norway	Finnmark	74,399	1.53	48,649	Fishing
	Nordland	234,996	6.15	38,237	Indust/oil
	Troms	153,585	5.94	25,848	Fishing/Agri
Russia	Arkhangelsk	1,280,200	2.18	587,400	Timber /Fishing
	Karelia	684,000	3.79	180,500	Timber
	Komi	993,100	2.38	416,800	Indust/Agri
	Murmansk	836,374	5.77	145,000	Indust/agri/Fishing
	Nenets	41,900	0.24	176,700	Indust/oil
Sweden	Norrbottn	248,000	2.52	98,490	Agri/Timber/Fishing
	Västerbottn	257,953	4.66	55,400	Agri/Timber/Fishing
<i>Total</i>	<i>n.b</i>	<i>5,452,731</i>	<i>n.b</i>	<i>1,933,476</i>	<i>n.b</i>

Source: BEAC 2013a. Indust=Industry; Agri=agriculture. *Rounded up to second decimal place.

2.1.4. The cultural milieu of the BEAR

The World Value Survey (WVS) is a database that measures various aspects of national culture. One of these aspects is the value score for survival and self-expression, which explains the transition from an industrial society to a post-industrial society. Cultures that are 'industrial' place a premium on economic and physical security: survival is imperative. Cultures that are 'post-industrial' place a premium on well-being and quality of life: self-expression is imperative. These two values can be understood on a scale between survival on one side and self-expression on the other.⁶ Up to five surveys have been collated on these values over the last 30 years – from 1981 to 2006 – which are illustrated in Table 2.3. The figures that represent the scale between survival and self-expression range from -2 (survival) and +2 (self-expression).

Table 2.3 reveals that all member states of the BEAC share a value of self-expression, except for the Russian Federation which is much closer to the value of survival. This means that Sweden, Denmark, Norway, Iceland and Finland would be more sympathetic to policies that promote quality of life, while Russia would be more sympathetic to policies that promote economic and physical security. While economic cooperation is a strong part of Barents regional cooperation, the BEAC and the BRC tend to be more in favour of self-expression as shown in the attention to developing the quality of life for inter alia the indigenous peoples. The BRC terms of reference also has a section on 'principles of cooperation' which outline the values that regional cooperation is built upon; values that are in line with the self-expression value:

- 4.1. The Barents cooperation is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law, and respect for human rights,

⁶ According to the WVS the main reason for the differences in countries' expressions of these values is based on the extent to which survival is taken for granted based on long periods of prosperous growth.

including the rights of persons belonging to minorities and physically challenged persons.

- 4.2. These values are common to all the participating regions in a society in which pluralism, non-discrimination, tolerance, justice, solidarity, and equality between women and men prevail.

BRC 2012, §4

Cooperation within the Barents region has not included traditional and military forms of cooperation. Instead, it has increasingly focused on civil security, which includes non-traditional security threats such as floods, fires and maritime pollution. This focus also tends to reflect a ‘post-industrial’ organizational form.

Table 2.3 Societal values of survival and self-expression in the member states of the BEAC

Country	Year of Survey on Survival (-2) to Self-expression (+2) Values				
	1981	1990	1995	2000	2006
Denmark	1.44	1.20	n.a	1.87	n.a
Finland	0.82	1.26	1.01	0.94	1.12
Sweden	0.85	1.54	1.99	2.09	2.35
Norway	0.53	0.79	1.33	n.a	2.17
Iceland	0.83	1.12	n.a	1.63	n.a
Russia	n.a	-1.34	-1.85	-1.88	-1.42

Source: Ingelhart, n.d.

2.2. Legal and institutional aspects the BEAR dealing with civil security

2.2.1. The current legal basis of BEAR cooperation

The legal provisions of the BEAC and the BRC are stipulated in the founding declaration on the cooperation in the Barents Euro-Arctic region (Kirkenes Declaration) in 1993.⁷ An annex to the declaration outlines the Terms of Reference for the BEAC and a new Terms of Reference for the BRC was adopted in 2012 (BRC 2012). According to the Kirkenes Declaration, the objectives of the BEAC are:

to promote sustainable development in the region....To this end, the council will serve as a forum for considering bilateral and multilateral cooperation in the fields of economy, trade, science and technology, tourism, the environment, infrastructure, educational and cultural exchange, as well as projects particularly aimed at improving the situation of indigenous peoples in the north

BEAC 1993

The objectives of the BEAC have since developed to include *inter alia* the coordination of customs officials and national immigration officers to fight crime and the trafficking of human beings,

⁷ As previously noted, the Kirkenes Declaration will be updated at the next BEAC meeting that will celebrate its 20th year anniversary. Prioritized issues in the Kirkenes Declaration II will include *inter alia* environment and climate related issues (BEAC 2012c). It will presumably be similar to the latest declaration by the BEAC that highlights climate change, reduction of pollution, environmentally-friendly production, and environmental sustainability including cooperation on water (BEAC 2011a). A focus on fostering the next generation of leaders through a Barents Summer University has also been suggested (BEAC 2012c).

environmental protection, education and research, the promotion of gender equality, and the institutionalization of emergency management cooperation (BEAC 2003; 2011).

Along with the Kirkenes Declaration, a protocol agreement was signed by representative of the following counties: Archangelsk, Finnmark, Lapland, Murmansk, Nordland, Norrbotten, Troms, and the Sami Council. The agreement aims to support the BEAC activities and endorse the objectives in the declaration (BRC 1993, §1). In addition, the agreement lays out the following objectives:

To secure a *peaceful and stable development* in the region...strengthen and develop the *cultural ties* between the peoples of the region...encourage the establishment of new and the expansion of existing *bilateral and multilateral relations* in the region...lay the foundation for a strong *economic and social development* in the region with emphasis on an active and sustainable management of the nature and resources [and] to contribute to a development which takes into account the *interests of the Indigenous peoples* and arrange for their active participation.

BRC 1993, §3 (emphasis added)

Like the BEAC, the BRC has also developed cooperative endeavours since 1993, although its main objectives have not changed dramatically. The BRC regional programme for 2009-2013 notes that the overall objective of the BRC is to 'generate social and economic growth through a knowledge driven economy and the sustainable development of the region's natural resources [and] to make the Barents region competitive on the world market' (BRC 2009, p.3). The prioritised areas of cooperation according the programme include (1) *economic cooperation* with a focus on border crossing, efficient customs clearance, multilateral cooperation, and fostering a favourable investment climate. (2) *Sustainable living* with a focus on reducing emissions, developing a long-term environmental strategy, and to maintain biodiversity. (3) *Human resources* with a focus on international labour recruiting and development of the labour market.⁸ (4) *Indigenous peoples* with a focus on health and social issues, protection, and education. (5) *Transport and infrastructure* with a focus on east-west transport communication and connections. (6) *Information and promotion* with a focus on strengthening links between the regional administrations and the Regional Council, dialogue with different European institutions, and Web promotion (BRC 2009, pp.9-18).

The main legal document for civil security is the agreement between the governments in the 'Barents Euro-Arctic region on cooperation within the field of emergency preventions, preparedness and response' signed in 2008 by Finland, Norway, Russia and Sweden (BEAC 2008b). The scope and

⁸ This goal also includes: implementing the Barents Youth Programme, increasing the number of exchange students, implementing the Cooperation Programme on Health and Related Social Issues, and the cultural programme, preventing HIV and STDs, and strengthening people-to-people contact.

objective of the agreement is to 'cross-border cooperation within the field of emergency prevention, preparedness and response in the Barents Euro-Arctic region, including joint exercises and training, with the aim to increase the ability of the contracting parties to render swift and effective assistance in emergency response operations' (Ibid, §2). In addition, the agreement also aims to strengthen international cooperation in emergency management (Ibid).

2.2.2. The current institutional framework of the Barents Regional cooperation

The BEAC represents an intergovernmental level of cooperation. It is a forum that convenes the foreign ministers of Sweden, Denmark, Iceland, Finland, Norway, and Russia on a biennial basis.⁹ The BEAC chairmanship is based on a biennial rotation between Norway, Sweden, Russia and Finland. Acting under the authority of the foreign ministers is the Committee of Senior Officials (CSO), which consist of representatives from the abovementioned countries. The CSO is the executive body of the BEAC. Beneath the CSO are working groups that are tasked with achieving particular goals set by BEAC and the CSO, such as economic and customs cooperation (cf. Figure 2.1). The working groups are permanent fixtures of the BEAC who receive their mandate from the CSO. Task forces are also set up by the CSO or a working group to cooperate on a specific issue for a limited period of time. The task forces are therefore temporary fixtures.

The BRC refers to the interregional level of cooperation in the Barents region. It is a forum that convenes representatives from the 13 counties or provinces in Northern Sweden, Norway and Finland as well as northwestern Russia. Representatives of the three indigenous groups of the Barents region are also included as part of the BRC: the Saami, Nenets, and the Vepsians. The BRC is designed to lead regional cooperation and meets at least twice a year. Its decision-making process, as well as the BEAC, is based on consensus, which is encouraged within the Barents Regional Committee. The chairmanship of the BRC is based on a biennial rotating system between the 13 counties. Simultaneous chairmanship of the BEAC and the BRC by one country is not allowed. The Barents Regional Committee (RC) is the executive branch of the BRC, which consists of delegates from the various counties and provinces. The RC is responsible for (1) implementing the decisions made by the BRC; (2) providing advice and support to the BRC; (3) developing the policies and strategies of the BRC; (4) supervising and coordinating the activities of the (joint) working groups.

⁹ This section is based on the BRC 2012 Terms of Reference (BRC 2012), the BEAC 1993 Terms of Reference (BEAC 1993), and the 2008 BEAC Administrative Manual (BEAC 2008).

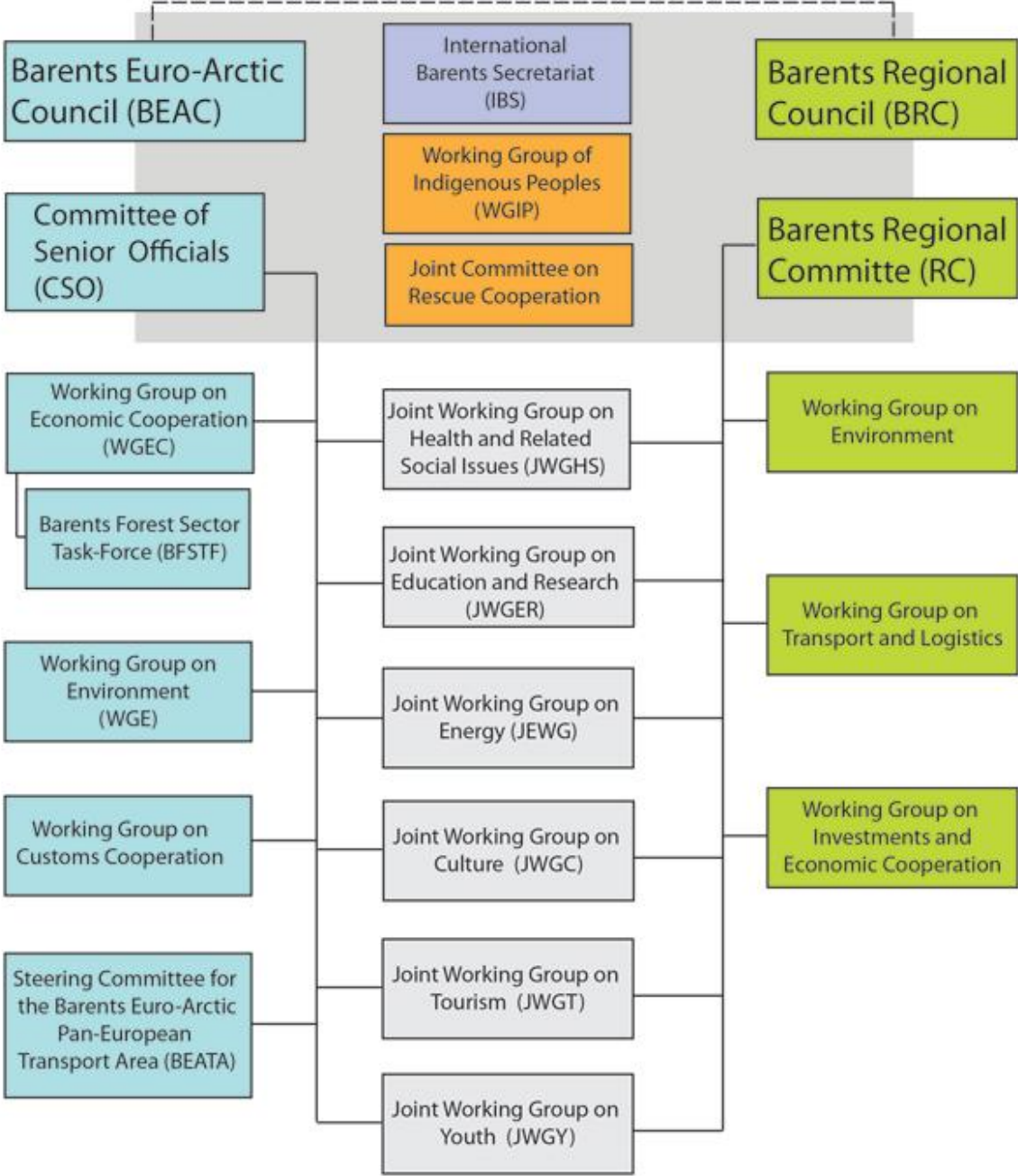
The observer organizations of the BRC – the Council of Christian Churches, the Parliamentary Association of North West Russia, and the North Karelian region – hold a significant level of influence. They can participate in BRC and RC meetings, suggest items for the agenda, formulate initiatives, and second members to the (joint) working groups. Cooperation partners can also participate in the BRC, RC and (joint) working groups, albeit, on a restricted basis.

Working groups and joint working groups are based under the authority of the CSO and/or the RC. These groups are designed to cooperate on a particular sub-issue area that has been agreed by the BRC or the BEAC. Joint working groups combine both regional and national representatives, while working groups are either under the auspices of the BRC or the BEAC. The joint working groups have two chairpersons that mirror the biennial rotation of the presidency: one from the intergovernmental (BEAC) and one from the interregional (BRC) level of regional cooperation. For an overview of the institutional framework see Figure 2.1. Note that this framework is not exhaustive, as there are currently 30 active working groups under the BEAC and the BRC (Sirén n.d).

An international secretariat (IBS) was established in 2007 to service the BEAC and the BRC. Its role is to provide ‘technical and administrative support for multilaterally coordinated regional activities within the framework of the Barents national and regional cooperation’ (BRC 2012, Art.2.9). It is also designed to support project funding, disseminate information, and record the institutional memory of the BEAC and BRC. Before the establishment of the IBS, Norway had fostered cooperation through its Barents secretariat in Kirkenes since 1993.

Financial provisions are usually covered by the host country for BRC meetings. The BRC, in conjunction with the international secretariat, are required to support the working groups to find appropriate sources of funding. This includes the joint working group on emergency management. The IBS is funded by annual contributions from Finland, Norway, Russia and Sweden. The budget is proposed by the IBS and based on the following payment scheme: Finland (12.5 percent), Norway (12.5 percent), Russia (12.5 percent), Sweden (12.5 percent), and the Host State (Norway) which contributes an additional 50 percent of the budget (IBS 2007, Art. 5).

Figure 2.1 Institutional framework of the Barents Regional cooperation



Source: BEAC 2009, p.8

2.2.3. Decision making process

The voting procedures of the BEAC and the BRC are made via the consensus of all member states/counties present in the meetings (BRC 2012, §10). According to the terms of reference, the RC is encouraged to arrive at a consensus decision, which is automatically adopted if no written objections have been received within two weeks of the last meeting (Ibid). Similarly, the CSO acts as a clearing house for the BEAC. As decisions are made by consensus in an intergovernmental or

interregional forum, the degree of autonomy is small. The BEAR do not hold supranational capacity and there is no legal accountability in BEAR declarations and terms of references. The terms of reference can also be changed at any time upon the suggestion of a member state and according to the consensus of the BRC (BRC 2012, Art. 24) and decisions are non-binding as there are no enforcement mechanisms in place.

2.2.4. Activities related to civil security

The main entity that facilitates regional cooperation on civil security is the joint committee on rescue cooperation. As noted above (section 2.2.1), this form of cooperation is based on the 2008 agreement on cooperation within the field of emergency prevention, preparedness and response. The agreement provides an all-hazard approach to emergency management that takes into account natural and manmade disasters.¹⁰ The definition of 'emergency' is defined as:

a situation(s), often hazardous, which occur(s) from a sudden event covering both minor and major incidents and accidents, such as traffic accidents, industrial incidents and accidents, explosions, fires, cave-ins, landslides, floods, or other man made or natural disasters, which caused or may cause personal injury or damage to property or the environment and that demands prompt action. The term emergency also refers to a situation of persons in distress or missing persons, that demands action such as organised search and/or rescue efforts.

BEAC 2008b, Art.1

The agreement established a Joint Committee on Rescue Operations.¹¹ The committee is *inter alia* tasked with initiating and planning exercises and joint training, updating and preparing a joint manual, and organizing the exchange of experts (BEAC 2008b, Art. 4). The committee meets on an annual basis. The manual ought to include information on contact points from each participating member, information on member states emergency response resources, their mode of operation and organization (Ibid, Art. 5).

The main function of the agreement is to provide rules and regulations for cross-border assistance in the case of an emergency. The focus is on day-to-day emergencies such as forest fires, floods, and industrial accidents (BEAC 2013b). The contracting parties are obliged to inform respective territories of an emergency if it could affect them. Respective territories may also request information (Art. 6).

¹⁰ Note, however, that terrorism is not mentioned in the agreement.

¹¹ This committee consists of representatives from state authorities in emergency management: EMERCOM in Russia, [the Joint Rescue Coordination Centre Northern Norway](#), [Emergency Services of Lapland](#), the Swedish Civil Contingencies Agency, the Finnish [Ministry of the Interior](#), the Norwegian Ministry of Justice and the Police, the Swedish Ministry of Defence, the Regional State Administrative Agency of Lapland, and the County Administrative Board of Norrbotten.

A contracting party may request assistance from a contracting party (Art. 7) and the costs incurred from the assisting country will be reimbursed from the requesting party, unless the costs are rendered free of charge (Art. 13). Provisions for streamlining border crossings are also included in the agreement (Art. 8). While this document is legally binding, it is fairly limited in scope as it only caters for cross-border cooperation. It remains silent on what type of cooperation ought to occur if a disaster is transboundary, affecting two more countries simultaneously.

It is worth noting that the current area of regional cooperation in the Barents builds on and complements a number of earlier agreements and institutionalized cooperation. These include, for example: cooperation in maritime and aeronautical search and rescue; existing bilateral agreements on emergency cooperation, such as the annual bilateral cooperation ‘exercise Barents’ between Russia (maritime rescue coordination center in Murmansk) and Norway (rescue coordination center for northern Norway in Bodø); the 1986 Convention on Early Notification of a Nuclear Accident, and the 1986 Convention on Assistance in Case of a Nuclear Accident or Radiological Emergency.

As the agreement on emergency response adopts an all-hazard approach, it is difficult to disaggregate what threats are prioritized by each member state. The following Table (2.4) attempts to unpack these priorities by providing a description of threats that are important for each member state. This is based on recent proposals by each member state on what type of scenario they ought to participate in for future joint simulation exercises (Drtime 2012). To be sure, this only shows where cooperation is needed and not necessarily what each country considers the most serious type of threat (as they may be confident in their own response capacity). The results show a particularly diverse range of threats from landslides and tourist traffic to oil-spills and mine-related accidents. Interestingly, aviation accidents are the most prioritized area that needs joint cooperation, followed by ship collisions, hydroelectric/telecommunications failure and forest fires. Interestingly, floods and storms are not mentioned and do not feature in past simulation exercises (Table 2.5) despite their frequency in the region (cf. Table 2.2).¹²

¹² The Barents Joint Manual on cooperation within the field of emergency Prevention, Preparedness and Response in the Barents Euro-Arctic Region also lists ‘potential emergencies in the region’. These include: natural disasters (earthquakes, storms, storm surges, river flooding, avalanches); forest fires, major fires, collapsed buildings; industrial calamities (explosions, mining accidents and collapsed dams; environmental emergencies (chemical accidents and oil spills); sanitary/phytosanitary emergencies; maritime emergencies (SAR, missing persons at sea); aeronautical emergencies (SAR, missing airplanes/passengers); SAR on land (missing persons); traffic accidents (highway accident, railway accident); CBRN-emergencies (chemical, biological, radiological, nuclear); and medical emergencies (mass or medically complex casualties and pandemic victims) (BEAC n.d).

Table 2.4 'Future scenarios' as an indicator of BEAR member threat perception

	Landslide	Ship collision	Aviation accident	Oil spill/offshore industry accident	Dam/hydroelectric failure	Mine-related accidents	Large scale environmental accidents	Electricity/telecommunications disruptions	Tourist traffic	Forest fires
Norway	•	•	•	•						
Sweden			•		•	•	•	•		
Finland			•						•	•
Russia		•			•			•		•
Total	1	2	3	1	2	1	1	2	1	2

Source: Drtima 2012

2.2.5. Crisis management cycle

Based on the agreement on emergency prevention, preparedness, and response, the main area of the crisis management cycle that BEAC cooperates on is preparedness and response. Through the joint committee, preparedness activities are conducted such as the facilitation of exchanges of experts, joint training, simulation exercises, and the construction of a joint manual. In addition, and as mentioned above, the agreement also stipulates rules and regulations for response efforts from participating countries. An important part of BEAC cooperation on civil security is its simulation exercises which now occur on a regular basis every two years. The various exercises can be seen in Table 2.5. The exercises now generally include an 'Alamex' or warning exercise, a tabletop or discussion exercise (TTX), a command post exercise (CPX), and a field training exercise (FTX) (MSB 2011).

Table 2.5 Simulation exercises in the Barents region

Year	Location/host	Threat	Participants	Initiator
2001	Sweden	Nuclear energy emergencies	Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, Sweden and Russia	Sweden
2005	Norway	Oil Spill	Finland, Russia, Sweden, UK, Denmark, Norway	BEAC
2007	Finland	Aviation accident	Finland, Russia, Sweden, Norway	BEAC
2009	Russia	Traffic accident; forest fire; shipwreck; oil spill	Finland, Russia, Sweden, Norway	BEAC
2011	Sweden	Collapsed dam	Finland, Russia, Sweden, Norway	BEAC
2013	Norway	Rock slide and tsunami	Sweden, Norway, Finland, Russia	BEAC

Source: BRC 2013

2.2.6. The crisis management approach

The crisis management approach in the Barents region is based on increasing the efficiency and interoperability of civilian or military assets in case of an emergency. There is no central facilitation of disaster management at the regional level, nor does the regional organization(s) hold any civilian or military assets. Instead, multilateral cooperation is encouraged through the abovementioned agreement on emergency management and the joint committee on rescue cooperation. The most visible aspect of this cooperation is the simulation exercises that aim to increase effective coordination, response and preparedness activities. In these activities, county and provincial authorities are involved in the planning, act as facilitators, and provide facilities as hosts. When an emergency does emerge, the operational command is based with the requesting party. Military and civilian assets can also be used. This occurred in the latest Barents rescue exercise, and provisions for the use of military assets is also mentioned in the agreement on emergency management (BEAC 2008b). The Barents exercises also foster a useful environment for lessons learned that can be used in actual responses to disasters as well as future exercises that occur every two years (cf. BARENTS 2007; MSB 2011).

2.3. The relations between the BEAR and member states' citizens, governments and stakeholders

2.3.1. Citizens

The link between the BEAR and its citizens has been tenuous. However, increasing efforts to make the regional organizations more transparent have been made, principally through the 2008 administrative manual that specially sets out an information strategy (BEAC 2008). The aim of the strategy is to 'provide the public, media and other bodies with information on the ongoing activity and events in the Barents region, increase the visibility of the Barents cooperation and increase public awareness of the significance of the BEAC and BRC as the main tools of such cooperation' (Ibid, Art 3). Despite these positive intentions, the principal tool used to provide the public with information is via two websites (www.beac.st and www.barentsinfo.org). These websites offer an extensive amount of information, but it is nevertheless passive information: the citizen must be active in finding the information rather than receiving the information from a pro-active source. The website does not appear to be designed to provide updates to citizens on unfolding crises. It rather provides information on the organizations activities. The IBS is responsible for the running and costs of the website (2007).

2.3.2. Relations between the BEAR and member states' governments

The governments of the counties are committed to their respective regional organizations in terms of attending and financing (when they hold the chair) meetings. The BEAC meetings are held every two years by the foreign ministers. The long time between each meeting, and that these meetings are not attended by the heads of state, seems to suggest a medium to low level of commitment. Furthermore, the absence of Russian governors in the BRC in the last few years underlines a possible legitimacy problem for the organization. This absence is, however, most possibly the result of domestic tensions between the provinces and Moscow; external affairs conducted by the Karelia and Komi provinces may be seen as a threat to the unity of the Russian federation (Sirén n.d).

As both regional organizations discussed in this study are inter-governmental/regional, the activities are clearly guided by national practitioners. In particular, the CSO and the RC – which is run by foreign affairs practitioners or officials from counties/provinces – hold a high amount of authority in supervising the regional organizations' aims and objectives. The CSO and the RC are encouraged to make decisions by consensus that are then approved by the BEAR and also supervise and control the various (joint) working groups and task forces. The main route for providing strategic and policy guidelines to the BEAR in the area of civil security is via the joint committee for rescue cooperation. These policy proposals are then filtered through the CSO and then decided upon at the BEAR meetings.

Local and national governments have also been influenced by the BEAR. In the area of civil security, for example, national contact points for relaying information on emerging disasters have been established according to the agreement on emergency preparedness, prevention and response (BEAC 2008b). While national emergency management authorities may not have changed their organization approach to managing disasters, the simulation exercises do help to foster and exchange useful knowledge that is a direct result of the regional organizations' existence.

National and regional parliaments also play an important role in the Barents region. Every two years since 1997 – in-between the foreign ministers meeting of the BEAC – parliamentarians meet to discuss common interests and propose initiatives. These discussions often result in a joint resolution that recommends particular policy proposals to national and local parliaments. For example, the Barents parliamentary meeting in 2011 recommends local authorities to cooperate and improve on 'the safety of maritime navigation, and to ensure the capacity to respond to emergencies or accidents, including the rescue of passengers and response to oil spills or other potential

environmental disasters' (Barents Region 2011). While this area of cooperation is important, there are still no formal or institutionalized links between the parliamentarians and BEAR (Nilsen 2013).

2.3.3. Relations between the BEAR and stakeholders

Barents regional cooperation is largely built on its various contacts to stakeholders. The main avenues for maintaining and expanding these contacts is through the (joint) working groups, which have now increased to a total of 30 (Sirén n.d). Many of the representatives of the Joint Committee on Rescue Cooperation, for example, are national/local emergency practitioners. Participation in the simulation exercises also connects the BEAC to a wider range of stakeholders. The latest Barents rescue exercise, for example, included such stakeholder as the Northern Norway Regional Health Authority, the Norwegian Armed Forces, the Church of Sweden, Boden Energi, Vatenfall, SOS Alarm AB, SWEDAVIA, Swedish Women's Voluntary Defence Organisation, Vanda City, Finnish Red Cross, and the Murmansk Regional Police HQ (MSB 2011, pp-16-18).

2.4. The role of the private sector in maintaining civil security

The role of the private sector is important for the BEAC and the BRC, which is most clearly seen in the oil and gas industry, as well as the advocacy of the Northern Sea Route by the Russian federation; a trade route that offers high revenues from shipping fees (Sirén n.d). Indeed, a Chinese shipping company has plans to use the northern sea route in the summer of 2013, and it is estimated that by 2020 up to 15 percent of Chinese international trade will be shipped through this route (Pettersson 2013). This issue area is also connected to civil security in terms of sea pollution, oil spills, and vessel collisions. Furthermore, the provisions of electricity through hydraulic and nuclear power stations and the supply of gas through pipelines clearly present possibilities for manmade disasters. It is not difficult to understand that this private sector is also active in Barents civil security, such as participation in the simulation exercises. As alluded to above, private companies involved in the latest exercise includes the energy sector (Boden Energi, Luleå Energi, Vatenfall), transport (SWEDAVIA, Inlandsbanan AB), and communications and technology (SOS Alarm AB, Elisa) (MSB 2011, pp-16-18).

Non-profit organizations and epistemic communities are also active in the region. Arctic Frontiers, for example, is an independent agency that supports regional dialogue on human and 'ecosystem protection' which is registered as a partner or related organization to the BEAC.¹³ BarentsWatch is

¹³ Cf. <http://www.arctic-frontiers.com/>

'comprehensive monitoring and information system' for the Barents Sea and coastal areas that is available online and the center for high north logistics is a further example of an epistemic community that provides relevant information for critical infrastructure and solutions for implementing effective risk management.¹⁴

2.5. Relations with the EU, UN and other ROs

From the signing of the Kirkenes Declaration in 1993, the BEAC and the BRC have been conscious of coordinating and building on other regional, multilateral, and bilateral initiatives in and outside the region. Within the Baltic Sea and Barents region, this includes the Arctic Council, the CBSS, the Nordic Council, HELCOM, the Nordic Council of Ministers and the Northern Dimension. On a more regional basis, the EU is clearly an important player, particularly as it is also a founding member of the BEAC. Through its policy framework on the Northern Dimension, the EU provides funding for projects within the areas of public health and social wellbeing, culture, environmental partnership and partnership on transport and logistics (EEAS, n.d). The Northern Dimension also proves an avenue for the EU to promote policies in the region through its various partnerships.¹⁵ EU-based funding schemes also provide crucial financing for the BEAC and the BRC. These include the European Territorial Cooperation between Norway and Sweden (INTERREG); the Baltic Sea Region Programme; the European Neighborhood and Partnership Instrument, cross-border cooperation (Karelia ENPI CBC); and cross-border cooperation between North Calotte and northwest Russia (Kolarctic ENPI CBC Programme). The civil protection profile of the Barents relies to a large extent on these international initiatives and agreements as well as bilateral arrangements, such as Norwegian-Russian sea and rescue operations.

3. The Quality Issue

3.1. Effectiveness

The main tasks of the agreement on cooperation within the field of emergency prevention, preparedness and response is to plan exercises and joint training, update and prepare a joint manual, and organize the exchange of experts (BEAC 2008b, Art. 4). Additionally, the agreement also provides general rules for cross-border cooperation when outside assistance is requested. Border crossings into Russia have been a particular point of concern and a recent focus for the joint committee on

¹⁴ Cf. <http://www.barentswatch.no/en/om/> and <http://www.chnl.no/?page=2&title=About+Us>

¹⁵ Cf. http://www.ndphs.org/?about_nd#Governing_Structures

rescue cooperation. According to a report from the committee, most problems have been solved although there is still some need for general rules (MSB 2012, p. 4). This tends to suggest the publication of a joint manual and the agreement has helped to bring a more effective cross-border system of rules that will reduce the time for emergency personnel and equipment to pass from one country to another.¹⁶

Another important area of cooperation in BEAR civil security is the bi-annual exercises, which have occurred regularly for the last decade. According to a recent report from the joint committee on rescue cooperation in the Barents region, the evaluations that emerge from the exercises are not appropriately followed up. This means that 'lessons learned' do not feed into existing operational systems and future exercises (BEAC 2012a).

BEAR cooperation on civil security is effective in the sense that it has helped to establish regular operational contacts through exercises; national contact points have been created for effective communication in times of crises; streamlined rules have been put in place for more effective cross-border activity, and training modules have been established. However, it would seem that an increased level of reflectivity by national and local emergency management practitioners would provide an important increase in the effectiveness of BEAR civil security.

3.2. Efficiency

As there is no set budget for the BEAR, it is difficult to use this as an appropriate indicator of efficiency. Nevertheless, there are some features of the budget that can provide some indication of efficiency. First, the budget for the International Barents Secretariat is divided disproportionately between the host (Norway) and the other members by a ratio of 1:4. Norway contributes 50 percent and the other members each contribute 12.5 percent (IBS 2007). The budget for 2011 was 51 million NOK (Utenriksdepartementet 2011-2012). As information for annual budgets is difficult to find, no reasonable comparison can be made between them to give an indication of efficiency. Second, in terms of the exercises on civil security, the allocation of funding is apparently disproportionate to its anticipated output. According to a recent review of the Barents rescue exercises, 20 percent of the budget is invested in the planning phase and the remainder is spent on field exercises. However, it is estimated that 80 percent of learning is reaped from the planning phase and only 20 percent is

¹⁶ A heavy focus on preventing chemical and radiological accidents has also been effective. In 2011, for example, two so-called 'hot-spots' – deposits of mercury in Murmansk and pesticides in Karelia – were removed from the list of potential accidents in the BEAR region.

reaped from the field exercise (BEAC 2012a). If this is true, not only is the effectiveness of the exercises questionable (see above), but also their efficiency.

There is no asset sharing or asset procurement that takes place at the regional level, nor does BEAR cooperation aim to directly increase the efficiency of national civil security systems. Instead, its focus has been on improving standardization procedures between operational units through exercises, training and the exchange of experts. While the extent to which these initiatives have increased efficiency is debatable, the continual cooperation of executives through the joint committee on rescue cooperation and other practitioners through exercises must certainly contribute to greater understanding and provide value added when cross-border emergency management is enacted.

3.3. Legitimacy


The frequency of meetings and the type or number of attendees provides one way to understand the legitimacy of BEAR cooperation. The legitimacy and relevance of the BRC, for example, seems to be decreasing as meetings are occurring with less frequency and with less representation of each county or province (Sirén n.d). This issue was recently raised, for example, by Pavel Sazhinov, a member of the Murmansk Oblast regional Parliament. Sazhinov argued that ‘the regional level of the cooperation between Russia and Norway is constantly decreasing. Meetings in the Barents Regional Council are more and more rare, and the representation at the meetings is very weak’ (Nilsen 2013). Fewer county and provincial governors attend the meetings, who instead send administrative personnel (Ibid). Indeed, none of the Russian governors attended in 2011 or 2012 (Nilsen 2012). Sazhinov argues that issue can be stemmed by including a greater role for parliamentary cooperation to increase democratic legitimacy. However, as mentioned in section 2.3.2, the root of the legitimacy problem is more likely the result of domestic politics in the Russian Federation and recent law changes curtailing citizen rights and international NGO involvement (Nilsen 2012; Sirén n.d).

4. Conclusion

BEAR cooperation represents a unique configuration of executive cooperation through the BEAC and local cooperation through the BRC. Together they provide the principal regional fora for the Barents region. This region is also unique in terms of its sparse geographical demographic features and rich supply of natural resources. The gradual increase in average temperatures in the region is also repositioning the strategic landscape. The melting of permafrost’s, for example, underlines the importance of cooperating on global climate change. Warmer temperatures also provide an

alternative trading route for shipping (it is estimated that by 2020, 15 percent of Chinese shipping will use the northern sea route) and open up possibilities for increased oil and gas extraction. Combined with the inheritance of a number of environmental 'hot-spots', such as the depositions of heavy metals and toxic waste from nuclear plants and radioactive contamination from civilian and military installations, this shifting landscape highlights the importance and need for a civil security system at the regional level. Even before the creation of the BEAR, agreements had been signed, such as the 1986 Convention on Early Notification of a Nuclear Accident, and the 1986 Convention on Assistance in Case of a Nuclear Accident or Radiological Emergency. However, it was not until 2008 that BEAR established a specific agreement on cooperation in the field of emergency preventions, preparedness and response. This document does much to highlight the need for cooperation, although its provisions are limited to mainstreaming cross-border controls and establishing guidelines for bilateral or multilateral assistance in times of emergencies. Perhaps a more significant area of civil security cooperation has been the bi-annual simulation exercises that began in 2001. While these have been recently criticized for the lack of attention to lessons learnt, this form of cooperation should not be underestimated for combining a set of practitioners from different domestic cultures to cooperate on common problems and emergencies. The year 2013 represents the BEARs 20th anniversary. This is a chance for the regional leaders to provide a strategic outlook for the future in light of the new challenges and possibilities that are emerging. This must also be set in the light of a legitimacy problem for (at least) the BRC, which has not seen Russian participation in the last two years due to domestic tensions. Regional cooperation is important now more than ever. It is vital that leaders seize the opportunity to develop BEARs civil security system to match the moving political, geographical, international and societal landscapes to ensure a safer and prosperous region in the future.

Annex I: Coded Data

 <div style="text-align: right;"> ANVIL PROJECT MAPPING PROTOCOL - WP3 (BEAR) </div>				
2.1	CULTURAL AND HISTORICAL ASPECTS OF RO DEALING WITH CIVIL SECURITY	YES/NOT	DEGREE High/Medium/Low	SOURCE
2.1.1	The establishment of the RO			
	Is the formation of the RO related to the EU or other RO?	no	Medium	
2.1.2	The evolution of the RO eventual membership enlargement and current membership			
	Does the RO have observers/associate members with a different status with respect to (founding) pMS?	YES	Medium	IBS 2007
2.1.3	The member characteristics of the RO			
	Are RO's pMS also EU members?	YES/NO	Medium	
2.1.4	The cultural milieu of the RO			
	Recall the scores of each pMS with regard to the World Value Survey parameter on industrial/post industrial attitude:			http://www.worldvaluessurvey.org/wvs/articles/folder_published/article_base_111
	There is a dominant attitude among pMS?	Yes	Medium	
	There is a great variance among pMS?	Yes	High	
	Has any cultural feature of the region influenced in a substantial way the RO characters and activities? It may relate to language, religion, history, as well as deep-rooted crisis experience(s) which impacted the whole region.	Yes	High	

2. 2	LEGAL AND INSTITUTIONAL ASPECTS OF RO DEALING WITH CIVIL SECURITY	YES/ NOT	DEGREE High/Me dium/Lo w	SOURCE
2. 2. 1	The current legal basis of the RO			
	Have any major changes in the legal basis framework occurred since the 1990s?	NO		BEAC, 2008b
	Does the statutory basis rely on a single law?	No		
	Does the statutory basis rely on fragmented statutory provisions?	No		
	Have there been any major changes, occurring over time, in the legal framework regulating crisis management?	Yes		
	Are there any major changes foreseen in the future?	Yes		
2. 2. 2	The current RO institutional framework			
	Are there ad hoc ruling bodies (i.e. RO presidency, secretariat, councils/assembly of member states representatives, etc)?	Yes		BEAC, 2008b
	Are there permanent ruling bodies inside the RO?	Yes		
	Does the representation mechanism involve all pMS?	Yes		
	Do the observers/associate members support the RO by financing it?	No		
	Do the observers/associate members support the RO by providing crisis management assets?	No		
	Do the RO agencies have a degree of autonomy?	No		
	Is there a division of responsibility?	Yes		
	Are there specific agreements, programme, budgets devoted to civil security?	Yes		
	Have there been any major changes, occurring over time, in the legal/institutional framework?	No		
	Are there accountability arrangements?	No		
2. 2. 3	Decision making process			

	Is unanimous agreement required from all partners?	Yes		
	Is there an agreement required by national parliaments through a formal legislative procedure?	No		
	Is the decision making prevalently intergovernmental?	Yes		
	Is the decision making prevalently supranational?	No		
2.2.4	Activities related to civil security			
	Is there a kind of prioritization among threats considered by RO?	Yes	BEAC, n.d.	
	Are there activities related to prevention?	Yes		
	Are there activities related to preparedness (regular exercises, exchange activities, research projects/funding, efforts in terms of standardisation, joint procurement, joint planning and common risk mapping, formation of experts networks)?	Yes		
	Are there activities related to response?	Yes		
	Does the RO operate at operative level and manage executive activities?	No		
	Does the RO operate at political level and conduct consultation activities?	No		
	Is there a different approach with regards to prevention, preparedness and response?	Yes		
2.2.5	The crisis management approach			
	Does the RO use members' civilian/military assets for responding to a crisis?	No		
	Does the RO use its own assets?	No		
	Is there a coordination mechanism of these assets?	No		
	Does the RO develop a lessons-learned process or best-practices?	Yes		

2. 3	THE RELATIONS BETWEEN RO AND pMS CITIZENS, GOVERNMENTS AND STAKEHOLDERS	YES/ NOT	DEGREE High/Me dium/Lo w	SOURCE
2. 3. 1	Citizens			
	Do citizens somehow know of the existence of this regional cooperation?	Yes		mostly via proactive reading of the website. There has also been some national publications (cf. BEAC 2008) Mostly passive support. There has been few situations where citizens have been highly critical of the BEAR
	Does the RO enjoy support?	Yes		
	Does the RO somehow communicate to/inform citizens of the countries involved?	Yes		
	Is there a main method used by the RO across the region for informing the public on an emerging/unfolding crisis?	No		
	Is there cooperation on common crisis communication systems?	No		
	Are there central reliable website/social media or mobile application to update citizens on relevant crisis issue/security information?	Yes	Low	
2. 3. 2	Relations between RO and pMS governments			
	Are governments committed to the RO (i.e. by commitment resources, by participation of high-level policy makers to related fora, by the frequency of meetings, by the declaration issue by governments regarding the RO)?	Yes	Medium	
	Do governments provide strategic and policy guidelines to the RO with respect to civil security?	Yes		
	Do governments supervise RO activities?	Yes		
	Are governments influenced by RO regulations/strategy/activities (i.e. documents/strategies/policies make explicit reference to RO frameworks/activities)?	Yes	Low	

	Do national parliaments play a particular role?	Yes	Low	
	Have governments used RO mechanisms for civil security (i.e. transnational disaster, major disaster beyond the capacity of the country, etc.)?	NO		
	Do governments delegate specific functions to the RO?	Yes		
	Does the RO contribute to the information sharing/awareness of in the pMS with respect to civil security?	Yes		
2. 3. 3	Relations between RO and stakeholders			
	Does the RO have direct relations with stakeholders?	Yes		
	Does the RO have relations with regional/provincial/local stakeholders?	Yes		
	Do stakeholders have expectations toward the RO's role on civil security?	Yes	low	
	Does the RO contribute to the education/information sharing/awareness/training of stakeholders?	Yes		
2. 4	THE ROLE OF PRIVATE SECTOR IN MAINTAINING CIVIL SECURITY	YES/ NOT	DEGREE High/Me dium/Lo w	SOURCE
	Does the RO cooperate with profit-oriented and non-profit organizations in the private sector?	Yes		
	Are there any conventions or agreements existing on cooperation with private sector organizations with regard to prevention, preparedness and response to crisis?	NO		
2. 5	THE RELATIONS WITH THE EU, UN AND OTHER RO	YES/ NOT	DEGREE High/Me dium/Lo w	SOURCE
	Does the RO have relations with the EU and/or related institutions (i.e. European Commission)	Yes		
	Does the RO have representatives/officers in EU institutions?	No		
	Are there funding or coordination mechanisms	Yes		

	between the RO and EU institutions?			
	Does the RO, formally or de facto, act as a means to harmonise national legislation with the EU acquis?	No		
	Does the RO, formally or de facto, act as a mean to implement EU regulations/strategies/policies?	Yes		
	Is there any relation with UN with regards to civil security issues?	No		
	Is there any relation with NATO with regards to civil security issues?	No		
	Are there relations with other RO studied by WP3?	Yes		
3	THE QUALITY ISSUE	YES/NOT	DEGREE High/Medium/Low	SOURCE
3.1	Effectiveness			
	Has there been any review/evaluation/scrutiny of RO by pMS and/or EU?	No		
	Has there been any professional/political inquiry over crisis having RO involvement?	No		
3.2	Efficiency			
	Have there been any changes in the budget's amount?	Yes		
	Are budget details publicly available?	No		
	Is the budget for regional cooperation generally uncontested?	Yes		
	Is there a source of controversy among and within pMS regarding the budget?	No		
	Is pMS' contribution to the budget proportionate to their benefits of the cooperation?	No		
	Is there a permanent budget for "cold phase" cooperation (preparation, prevention)?	No		
	Is there asset sharing and/or asset procurement through the RO which may be related to	No		

	efficiency?			
	Does the RO have the goal to enhance efficiency of national civil security systems (i.e. by improving standardization and/or interoperability of assets)?	Yes	low	
3.3	Legitimacy			
	Do countries use the regional cooperation mechanism in place when crisis occur?	No		
	Do countries by-pass the formal mechanisms and contact each other bilaterally or informally?	N.a		
	Do countries by-pass the regional organization in favor of more overarching ones, such as the EU?	N.a		
	Are there cases where RO involvement in crisis management have strained political relations between pMS or undermined the legitimacy of a national government?	No		

Annex II: Resources

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