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NON-PAPER ON THE STEP-BY-STEP APPROACH TO
THE EUROPEAN PROGRAMME FOR CRITICAL INFRASTRUCTURE PROTECTION (EPCIP)

The following non-paper was produced by Denmark, The Netherlands, Sweden, United Kingdom, Poland, […] and […]. It is a direct response to the Commission's invitation at the informal EPCIP meeting in Bruxelles 8 December 2005 to come forward with suggestions on how to implement EPCIP on a step-by-step basis.

We acknowledge and welcome the Commission's initiatives in regard to EPCIP, and support the overall goal of raising critical infrastructure protection capability in Europe and help Member States reduce vulnerability within their national critical infrastructure. The non-paper is a supplement to the Green Paper, and its purpose is to address the issue of implementation of the programme rather than the specific content of EPCIP. We believe it is important to decide on how to implement the programme in parallel with the discussion on the content of EPCIP. The implementation of EPCIP must be approached in steps. Such an approach will highlight potential added value and create broader support for the important work of EPCIP.

BASIC CONDITIONS – THE CRITICAL INFRASTRUCTURE PROTECTION BASELINE

Protection of critical infrastructure is first and foremost the responsibility of the Member States and the owners/operators of critical infrastructure. This basic allocation of responsibility will not change with the introduction of EPCIP. Furthermore, the present critical infrastructure protection efforts in the European Union are to a large extent characterised by a sector-by-sector approach, and many critical infrastructure sectors and sub-sectors are already well-protected by national, bilateral and international critical infrastructure protection measures and programmes. To increase the level of protection within the European Union and build on the existing measures, we must identify and address vulnerabilities, dependencies and interdependencies at the European level. The added value of EPCIP depends on our collective ability to do so.

Critical infrastructure protection is by nature a very complex and far reaching issue, and EPCIP involves setting up a new policy area within the European Union which cuts across a large number of critical infrastructure sectors and organisational boundaries. To meet the overall purpose of EPCIP and secure added value, it is vital that attention is aimed at the areas of greatest risk. This requires an in-depth knowledge about vulnerabilities, dependencies and interdependencies, existing critical infrastructure protection measures as well as potential gaps between actual and desired levels of protection before decisions are made on activities and initiatives within the EPCIP framework.

The fight against terrorism as well as the protection against other kinds of threats and hazards is a protracted and on-going process. Therefore, EPCIP must be designed to deliver best value over the long term.

THE STEP-BY-STEP APPROACH TO EPCIP

These basic conditions have implications for the way we organise and implement EPCIP – not everything could or should be planned and dealt with from the beginning of the programme. We believe EPCIP is best planned and implemented through a step-by-step approach. This allows the Commission, the Member States and the owners/operators of critical infrastructures to develop and expand EPCIP in response to concrete and agreed needs, to monitor the progress, and to benefit from lessons learned.

EPCIP should consist of two work streams, each designed to support a specific part of the overall goals:

Work stream 1: Consecutive EPCIP strategies – protection of European critical infrastructure

The primary purpose of this work stream is to improve protection of infrastructure critical to the European Union. However, it is necessary to prioritise the efforts to secure added value and avoid duplication. This is done by setting out EPCIP strategies that cover a specified period of time (step 1, 2, 3, 4, etc.). The process allows the Commission and the Member States to debate and agree on priorities, strategic objectives, etc. This will in turn serve as a guideline on which activities, projects, research and reviews to initiate and to fund. Based on the results, measures will be discussed and implemented. Furthermore, the work stream encompasses regular reviews of EPCIP, which could serve as the basis of reports to the Council as well as a foundation for the subsequent EPCIP strategy.

Work stream 2: EPCIP supporting measures – support of Member State critical infrastructure protection efforts

The primary purpose of this work stream is to support the Members State efforts to reduce the vulnerability of their national critical infrastructure by facilitating the exchange of good practices, experience and knowledge. This work stream should serve as the strategic platform for cooperation between Member States, the private sector and other agreed relevant parties involved in critical infrastructure protection. The expert groups/networks set up under this work stream may have a role in reviewing results from research projects etc. and suggested measures before deciding on policy. As with the strategies, this work stream is subjected to regular review to adjust and/or expand the supporting measures.

The implementation of the EPCIP work streams should fall in four steps:

Step 1 "Setting the scene"
The overall focus of step 1 is to set the scene for the following steps. This includes taking stock of existing national, bilateral, regional, EU and international critical infrastructure protection measures, projects and programmes to avoid duplication of efforts later in the process and to identify gaps where Community initiatives would have added-value. Furthermore, focus will be on developing common EPCIP frames of reference (European critical infrastructure criteria, definitions, etc.). Step 1 will also include a preliminary analysis of which critical infrastructure assets are likely to qualify as European critical infrastructure, and create an initial shortlist containing the critical infrastructure sectors/sub-sectors that appear most critical at the European level. As part of step 1, the EPCIP supporting measures will be started up, e.g. creation of expert groups/networks.

Step 2 "Start the analyses"
The overall focus of step 2 is to begin the analytical work on European critical infrastructure and develop/refine EPCIP frames of reference and methodologies. Building on the preliminary analysis of European critical infrastructure, risk based methodology is used to identify specific parts of European critical infrastructure based on the impact of a disruption. Step 2 will also include more in-depth analyses of vulnerabilities, dependencies and interdependencies of European critical infrastructure in a limited number of critical infrastructure sectors/sub-sectors, i.e. where it is possible to agree on the presence of potential cross-border impact, e.g. transport, energy and it/telecommunication. During step 2 the EPCIP supporting measures is gradually expanded.

Step 3 "Expand the knowledge"

The overall focus of step 3 is to expand the knowledge about vulnerabilities, dependencies and interdependencies and levels of protection at the European level, and consolidate and make active use of the EPCIP supporting measures. Outcome from step 1 – 2 will be used to identify potential gaps between actual and desired levels of protection with a view to suggest new or additional protective measures. Step 3 will include looking into other sectors/sub-sector than those started up in step 2.

Step 4 "Up and running"

The overall focus of step 4 will be on running the programme, concentrating on working the EPCIP supporting measures, implementing proposed initiatives as well as initiating, continuing and following up on CIP projects and activities. By this stage, EPCIP will be a dynamic programme, responsive to new technical and political goals within the field of critical infrastructure protection.

Annex 1 contains some practical examples on milestones and activities associated with each of the 4 steps. Annex 2 contains a diagram which shows the basic principles of the step-by-step approach to EPCIP.

ANNEX 1

STEP 1 – 4 MILESTONES AND ACTIVITIES

When planning each step, it is necessary to consider the links between preceding as well as subsequent steps to achieve a "logical" order in the programme, as some milestones and activities will be indispensable precursors for other milestones and activities. Below are some examples of milestones and activities associated with each of the 4 steps. The examples are not prioritised and the list is not complete. Furthermore, the specific content of each step will depend on the outcome of the forthcoming EPCIP negotiations.

Step 1 "Setting the scene"

- Develop common EPCIP frames of reference, e.g. working understandings of what constitutes ECI (criteria of criticality/impact), common working definitions, etc.
- Preliminary analysis of which CI are likely to qualify as ECI (as a precursor for risk based identification of specific parts of ECI during step 2).
- Creation of an initial shortlist of the critical infrastructure sectors/sub-sectors that appear most critical at the European level.
- Taking stock of existing national, bilateral, regional, EU and international CIP measures, projects and programmes to avoid duplication of efforts later in the process, e.g. CIP-inventory projects initiated by DGTREN both in the transport and energy sector, the current IST FP6 CI^{2}RCO and the PASR SeNTRE inventory projects, CEN/CENELEC standardisation efforts.
- Creation of expert groups/networks within each of the critical infrastructure sectors/sub-sectors identified as being potentially vulnerable to incidents with serious cross-border impact.
- Creation of cross-cutting, issue specific expert groups/networks with focus on methodologies, best practices and experiences.
- Creation of frameworks and procedures for the collection and dissemination of methodologies, good practices, experience and knowledge between all EU Member States, the private sector and other agreed relevant parties.
- Review of EPCIP step 1 progress (services/products as well as organisation) and report to council.
- Debate and agreement on longer-term EPCIP priorities and step 2 strategic objectives.
- Identify funding requirements for subsequent proposals, especially for step 2.

Step 2 "Start the analyses"

- Refinement of common EPCIP frames of reference to enable the identification of ECI.
- Risk based identification of specific parts of ECI based on the impact of a disruption.
- Agreement on guidelines on how to carry out research and development, including guidelines on collection and use of sensitive data from the Member States.
- Align and co-ordinate with current and initiate new research projects on risk, vulnerabilities and interdependencies of a limited number of particularly important sectors/sub-sectors, e.g. transport, energy and IT/telecommunication at European level.
- Collection and dissemination of CIP and CIIP relevant methodologies, good practices, experience and knowledge

- Review of EPCIP step 2 progress (services/products as well as organisation) and report to council.
- Debate and agreement on longer-term EPCIP priorities and step 3 strategic objectives.
- Identify funding requirements for subsequent proposals, especially for step 3

Step 3 "Expand the knowledge"
- Initiating research and development projects on potential gaps between actual and desired levels of protection with a view to suggest new or additional protective measures
- Initiating new research and development projects on potential threats/hazards and the associated risk, vulnerabilities, dependencies and interdependencies of sectors/sub-sectors
- Continue the identification of ECI on a sector-by-sector basis
- Continue the collection and dissemination of CIP and CIIP relevant methodologies, good practices, experience and knowledge
- Using the expert groups/networks to examine EU initiatives to ensure sufficient attention to CIP (where relevant) and support Member State efforts to protect national CI
- EU seminars on CIP-issues (sector specific and cross-cutting)
- Setting up cooperation with 3rd countries and international organisations
- Review of EPCIP step 3 progress (services/products as well as organisation) and report to council.
- Debate and agreement on longer-term EPCIP priorities and step 4 strategic objectives.
- Identify funding requirements for subsequent proposals, especially for step 4.

Step 4 "Up and running"
The overall objective of step 4 will for a large part depend on the review of EPCIP in step 3 and the debate on step 4 strategic objectives. However, it may be anticipated that the focus of step 4 mainly will be on running the programme, concentrating on working the EPCIP supporting measures, implementing proposed initiatives as well as initiating, continuing and following up on CIP projects and activities.

ANNEX 2

BASIC PRINCIPLES OF THE STEP-BY-STEP APPROACH TO EPCIP

| Step 1 "Setting the scene" | Step 2 "Start the analysis" | Step 3 "Expanding the knowledge" | Step 4 "Up and running" |

Work stream 1
Consecutive EPCIP strategies – protection of ECI

Step 1 objectives (examples)
· Taking stock of existing measures, projects and programmes
· Develop common EPCIP frames of reference
· Preliminary ECI identification
· Review of EPCIP step 1 progress
· Formulate strategy for EPCIP step 2
· …

Step 2 objectives (examples)
· Refine common EPCIP frames of reference
· Develop research guidelines
· Risk based ECI identification
· Analysis of priority CI sectors
· Review of EPCIP step 2 progress
· Formulate strategy for EPCIP step 3
· …
· …
· …
· …

Step 3 objectives (examples)
· CIP gap identification
· Risk based ECI identification (cont.)
· Analysis of CI sectors (cont.)
· Implementation of agreed CIP measures
· Review of EPCIP step 3 progress
· Formulate strategy for EPCIP step 4
· …
· …
· …
· …
· …
· …

Step 4 objectives (examples)
· Risk based ECI identification (cont.)
· Analysis of CI sectors (cont.)
· Implementation of agreed CIP measures (cont.)
· Review of EPCIP step 4 progress
· Formulate strategy for EPCIP step 5
· …
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Work stream 2
EPCIP supporting measures – support of Member State CIP efforts

Expert groups/networks (CI sectors)

Expert groups/networks (cross cutting issues)

Best practice inventory

Cooperation with 3rd countries and international organisations

[Other supporting measures]

EPCIP = European Programme for Critical Infrastructure Protection, **ECI** = European critical infrastructure, **CI** = critical infrastructure, **CIP** = critical infrastructure protection