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ČESKÉ REPUBLIKY

Security Policy Department

III

STRATEGY OF THE CZECH REPUBLIC FOR THE FIGHT AGAINST TERRORISM

from 2013 onwards

PRAHA 2013

**STRATEGY OF THE CZECH REPUBLIC FOR THE FIGHT AGAINST
TERRORISM
from 2013 onwards**

MEASURES TO MINIMIZE RISKS AND IMPACTS OF POTENTIAL TERRORIST ATTACKS
CARRIED OUT IN THE CZECH REPUBLIC OR AGAINST ITS INTERESTS ABROAD

PRAHA 2013

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Summary

This document is based on the "Strategy for the Fight against Terrorism 2010-2012", as well as on the principles of the "Security Strategy of the Czech Republic".¹ In general it also reflects interests and objectives of the internal security of the European Union.

The "**Strategy of the Czech Republic in the Fight against Terrorism from 2013 onwards**" (hereinafter the "Strategy") is conceived as a document of a general nature intended to make the reader acquainted with the fundamental principles of the fight against terrorism in the Czech local context, to focus on particular areas concerned directly by the fight against terrorism but also to identify weaknesses in the security system of the Czech Republic that are relevant for this field.

The strategy deals with five key areas – the cooperation among stakeholders in the fight against terrorism, protection of population and other potential targets, security research and communication with the public, prevention of radicalisation and recruitment to terrorist groups, as well as the necessary insights into the legislative framework of the fight against terrorism. These parts go hand in hand and form a compact, which aims to grasp the matter from all points of view.

The present document is intended for a broad audience at home. At the same time, it is the Czech Republic's stance on the issue of terrorism meant for our international partners not only in the European Union, but in all countries who uphold the principles of free and democratic society and who refuse terrorism as a means of enforcing interests of organised groups or individuals. The Strategy is fully in line with the current security strategy of the Czech Republic.

When drafting the Strategy the Ministry of the Interior (Mol) collaborated with other bodies active in the field of safety and security. These stakeholders have provided valuable insights for setting out the key principles of the document.

The methods of the fight against terrorism are subject to constant and dynamic change, so does the terrorist modus operandi. Strategic documents relevant for the area should also reflect this. It can be claimed, without doubt, that it is impossible to come out victorious from the fight against terrorism, since before one battle is over, another one is looming on the horizon. This said, it will never be possible to come up with an "ideal" strategic document in this field, and it will always be necessary to keep it up-to-date with new developments, as well as to constantly adjust its implementation to new circumstances.

The period of validity of this document has not been limited. It is assumed that it should remain relevant for several years. The paper will be updated as appropriate, according to situation in the area of the fight against terrorism, following substantial changes to the relevant legislation or those made at the level of the European Union and other international organisations (UN, OSCE, Council of Europe, etc.).

¹ http://www.mzv.cz/file/699914/bezpecnostni_strategie_CR_2011.pdf



INTRODUCTION: FIGHT AGAINST TERRORISM AS A PERMANENT PRIORITY OF THE CZECH REPUBLIC

Terrorism can seriously undermine foundations of any state, the Czech Republic is no exception. Attacks or attempted attacks in Europe and elsewhere in the world shall serve as warning for the Czech Republic.

Terrorism remains one of the security challenges of the modern world – together with organised crime, extremism, religious, ethnic and social conflicts, integration of migrants and economic and environmental risks.

The threat of terrorism as a means of violent enforcement or pursuit of political or other objectives (e.g. religious, economic, criminal...) remains high. One of its defining features is the existence of a transnational network of loosely connected groups which, even without a single chain of command, share ideology, objectives and plans, financial resources and information. They are a direct threat to human life and health, as well as to critical infrastructure.

In recent years the world has seen a wide range of terrorist attacks (carried out or plotted), which are briefly summarised at the end of this chapter. In practice, a wide-ranging international cooperation and sharing of information on the outcome of investigation of terrorist acts have proved valuable for drawing lessons in order to prevent such acts.

Terrorist attacks² recorded over the last years have further highlighted the need for the international community to combat this threat. National or regional response will not suffice in the fight against global terrorist networks. Therefore, global cooperation is of vital importance, particularly when it comes to eliminating the threat before the borders of the EU and the Czech Republic. An active approach to international cooperation in this field is not only an expression of solidarity with the rest of the world, but also a **substantial contribution to security of the Czech Republic.**³

Threats to the state critical infrastructure or the possibility of misuse of chemical, biological, radiological or nuclear material and explosives by terrorists are to be considered as standard threats. It is equally important to bear in mind the opportunities (propaganda, radicalisation of extremists and recruitment to terrorist structures) that open up to terrorists thanks to **modern information and communication technologies**. The misuse by radical entities of new technologies is on the rise, since the equation is simply "a lot of harm at low expense and with minimal risk". At the same time, a terrorist attack carried out directly in the cyberspace is no longer a mere futurist vision, but reality.

Terrorists' modus operandi has been changing dynamically; hence the response needs to be adjusted accordingly.⁴ Terrorists want to intimidate or humiliate the target community, so they seek attention of the media. To obtain an extensive media coverage they are careful to choose the right timing (state or religious holidays), places of (media)interest, or targets (state officials or "local" security forces, well-known critics of terrorism, international military personnel, diplomats of anti-terrorism coalition countries, etc.). Drawing on foreign experience the situation

² A terrorist attack is understood as politically motivated violence, which targets, in addition to the direct victims, creation of atmosphere of fear in society. Terrorists then seek to abuse the fear to promote their objectives and get their claims fulfilled.

³ The Security Strategy of the Czech Republic features terrorism as one of the primary threats.

⁴ This trend is recorded, for example, in "Global Trends 2030" (<http://www.dni.gov/files/documents/GlobalTrends>).

needs to be constantly assessed and activity should focus particularly on **prevention**. However, it is necessary to make sure the prevention does not get counterproductive – not to expose gaps in the security system.

So called "soft targets" pose a particular challenge – generally, these are all places of large concentration of people (hypermarkets, cultural and sports events, tourist destinations, transport hubs, public transport, Jewish centres or sites, etc.). Other targets, such as foreign operations involving Czech military staff, nuclear power plants, air transport, airports and all important state facilities, shall not be ignored either.

Globally, the phenomenon of the so-called "**lone-wolves**"⁵ has come to the fore, particularly so in the context of the communication technologies (ICT). Modern communication technologies as such do not mean a new risk; it is rather about misusing the ICT by harmful groups or individuals, e.g. those linked to terrorist networks.

A relatively recent phenomenon, which has been observed, is the shift of terrorist activities to countries that have not up until now been considered primary target. Given its international situation and status the Czech Republic might rank among these countries too.

Deeper public-private cooperation is considered necessary. This goes not only for establishments that handle dangerous (particularly chemical) substances, but also for those, which could become target of a terrorist attack or threats thereof (hotels, restaurants, hypermarkets, sports or cultural establishments, transport hubs, public transport, etc.). State or regional security bodies need to establish reliable emergency channels of communication with these private stakeholders. There is a need to clearly define the role of the private sector and set it out by a legal instrument. In this context it is necessary to finalize and adopt the new bill on private security services.

Counter-terrorism efforts of the Czech Republic go hand in hand with **efforts at the level of the European Union and NATO**. In doing so, the Czech Republic makes use of the key Union documents, such as the European Union Counter-Terrorism Strategy and the associated EU Action Plan on Combating Terrorism, EU sanctions' lists to combat financing of terrorism, the EU Strategy for Combating Radicalisation and Recruitment and the EU Action Plan for Combating Radicalisation and Recruitment, the EU Action Plan on enhancing the security of explosives, the Action Plan on chemical, biological, radiological and nuclear security (EU CBRN Action Plan), regular biannual reports of the EU Counter-Terrorism Coordinator, etc.

In this context, the activities in the framework of the United Nations (UN), in particular the implementation of the 2006 United Nations Global Counter-Terrorism Strategy and cooperation of the Czech Republic with the UN counter-terrorism bodies⁶, should also be mentioned.

The Czech Republic implements the **Stockholm programme** – an open and secure Europe serving and protecting citizens (2010–2014), which deals, inter alia, with issues related to the fight against terrorism. The European Commission has produced an Action Plan to implement the Stockholm Programme and the Czech Republic works progressively towards meeting the objectives set out in the Action Plan.

There are considerable differences among the EU Member States, both in the degree of threats and in the way their security systems are organized. The Czech Republic would like to, to the extent possible, learn particularly from the experience of countries that have been successfully engaged in combating terrorism, and to implement, after a thorough assessment of all factors, into the Czech security system the methods that are efficient and transferable. The incident that

⁵ "Lone Wolves" (or single actors): individual terrorists who act in isolation, without any links to terrorist organisations or associations. The lone wolves carry out their attacks independently, but they often are actively supported by larger terrorist groupings.

⁶ Counter-terrorism Committee of the UN Security Council (CTC) for the implementation of the UNSC Resolution 1373 (2001), the UN Security Council Committee 1276 for the implementation of the sanctions against Al-Qaida and the Taliban, and the Counter-terrorism Implementation Task Force.



took place on 18 July 2012 in Burgas, Bulgaria, is to be considered a milestone in the shift towards a possible terrorist attack being carried out in the new EU countries.⁷

The Czech Republic, in line with its alliance commitments, continuously monitors and assesses the dynamics of international situation with a view to explore ways, within the bounds of its capabilities, to promote international efforts to counter terrorism by **taking part in foreign stabilisation missions, both military and non-military, and also by taking an active stance in the EU working groups (Terrorism Working Group, COTER) and within the Council of Europe (Committee of experts on terrorism).**⁸

The Czech Republic considers the **humanitarian and development aid**⁹ as integral part of a comprehensive concept of countering terrorism – this is an area where private operators and non-governmental organisations significantly strengthen public efforts. This is an attempt to mitigate the negative effects of economic, social, cultural and religious differences between people from different parts of the world, which may be identified as factors contributing to the rise of terrorism.

Although the Czech territory has so far not witnessed an action that could be classified as a classic terrorist attack, the risk of such an attack persists.

- From the point of view of international terrorism the Czech Republic is a country actively involved in the current phase of the global counter-terrorism effort – and constitutes therefore a potential target.
- The highest risks stem from the fact that the Czech Republic is not only a point of transit, but also a short-term destination of persons reasonably suspected of links to "radical" or terrorist groups, their support organisations, or possibly for individuals of so-called radical profile.
- A potential threat to the interests of the Czech Republic abroad cannot be excluded (embassies, personnel in military missions, private companies, individuals). Czech citizens staying abroad have become victims of terrorist attacks too.
- A **self-radicalization** of some individuals without any links to specific structures cannot be ruled out either.
- As far as extremism is concerned, there is a separate government paper: "Policy for the Fight against Extremism", which is subject to yearly updates and evaluation.¹⁰
- Finally, the relationship of the Czech Republic to the State of Israel and the support expressed on the international scene to this country may constitute potential risk.¹¹

For the reasons set out above the Czech Republic needs to be ready to face the possibility of a terrorist confrontation.

Combating modern terrorism has to be seen in the context of the fight against other security threats. Therefore, in the long term the Czech security community remains focused on all forms of fight against extremism, organised crime, including trafficking in drugs, arms and humans, fight against corruption, threats to state critical infrastructure, misuse of the non-profit

⁷ On 18 July 2012 at Burgas airport, Bulgaria, at least six people were killed and 32 wounded in a terrorist bomb-attack against a coach with Israeli tourists.

⁸ E.g. members of the Czech Police Rapid Intervention Unit, doctors, chemists, bomb disposal experts, topographers, meteorologists and military police working in particular in the Western Balkans and the Middle East.

⁹ The assistance is run by the Ministry of Foreign Affairs (<http://www.mzv.cz/pomoc>).

¹⁰ <http://www.mvcr.cz/clanek/extremismus-vyrocní-zpravy-o-extremismu-a-strategie-boje-proti-extremismu.aspx>

¹¹ For instance, the Czech Republic clearly expressed its pro-Israeli stance in the UN General Assembly by voting (on 29/30 November 2012) against granting Palestine an observer status, which gives right to participate in the UN dealings.



sector to finance terrorism, etc.

Apart from to the devastating attacks in London (July 2005)¹² and Madrid (March 2004)¹³, a whole range of incidents can be recalled, including those detected in preparations, such as:

YEAR	EVENT
2008	May 2008: Purported attack against the nuclear power station Oskarshamn, Sweden.
	September 2008: Attack in Marriott Hotel in Islamabad killing Czech Ambassador to Pakistan.
	November 2008: Attacks in Mumbai, 257 persons killed.
2009	April 2009: Egyptian Police revealed the preparation by Hezbollah of an attack against tourist facilities in Sinai.
	August 2009: Germany, arrest of members of a terrorist cell "Sauerland" plotting to attack a number of civil and military targets in Germany.
	September 2009: US, arrest of a group suspected of plotting an attack on public transport in New York.
	October 2009: Two US citizens charged of preparation of terrorist attacks in Denmark, in particular against the Jyllands-Posten Journal.
2010	January 2010: A Somali attacker linked to the Ash-Sabab terrorist organisation attempted to kill the Danish cartoonist Kurt Westergaard in his house in Denmark.
	March 2010: attack by two female suicide bombers in Moscow claimed 40 dead and more than 100 injured.
	May 2010: A US citizen of Pakistani origin Faizal Shahzad linked to Pakistani Taliban terrorist organisation tried to trigger a car bomb at Times Square, New York.
	October 2010: Attack by Caucasus militants against the Chechen Parliament in Grozny.
	October 2010: Al-Qaida in the Arabian Peninsula planned to attack a cargo aircraft bound for the US; explosives were smartly concealed in printers.
	December 2010: A suicide bomber triggered two charges in Stockholm, Sweden. Fortunately the attack did not claim any victims - thanks only to clumsy handling of the explosive by the terrorist.
2011	1 January 2011: Suicide bomb attack at Moscow Domodedovo airport, killing 35 and leaving 130 wounded.
	March 2011: A Kosovar Muslim radical assaulted the US Air Force officers at the Frankfurt International Airport and killed two of them.
	July 2011: Norwegian right-wing extremist Anders Breivig killed 77 people in Oslo and on the island of Utøya.
	October 2011: An islamist gun-fired the US Embassy in Sarajevo, Bosnia and Herzegovina.
2012	March 2012: A French islamist Muhammad Merah killed several French Army soldiers and Jewish civilians, including children, in a series of attacks in Toulouse and Montauban in southern France.
	July 2012: Bomb attack against Israeli tourists at Burgas airport, Bulgaria, seven people killed.

The most comprehensive statistics on terrorist threats to the EU Member States is contained in the Europol TE-SAT Report (European Union Terrorism Situation and Trend Report).¹⁴ It is worth noting that in the absence of uniform EU rules the listing of a specific incident in the EU summary remains at the discretion of each contributing country. In the reference period some incidents that occurred in the Czech Republic showed features of such reportable cases, however, these were finally filed as extremist rather than terrorist offences. Nevertheless, it is obvious that in some countries the dividing line between certain forms of extremism and terrorism is very flexible.

¹² The attacks of 7 July 2005, a series of coordinated suicide attacks in London's transport in morning rush hours. The explosions took place in the very heart of the city. Three bombs exploded in the carriages of London underground trains, the fourth one went off in a bus. A total of 52 victims were identified.

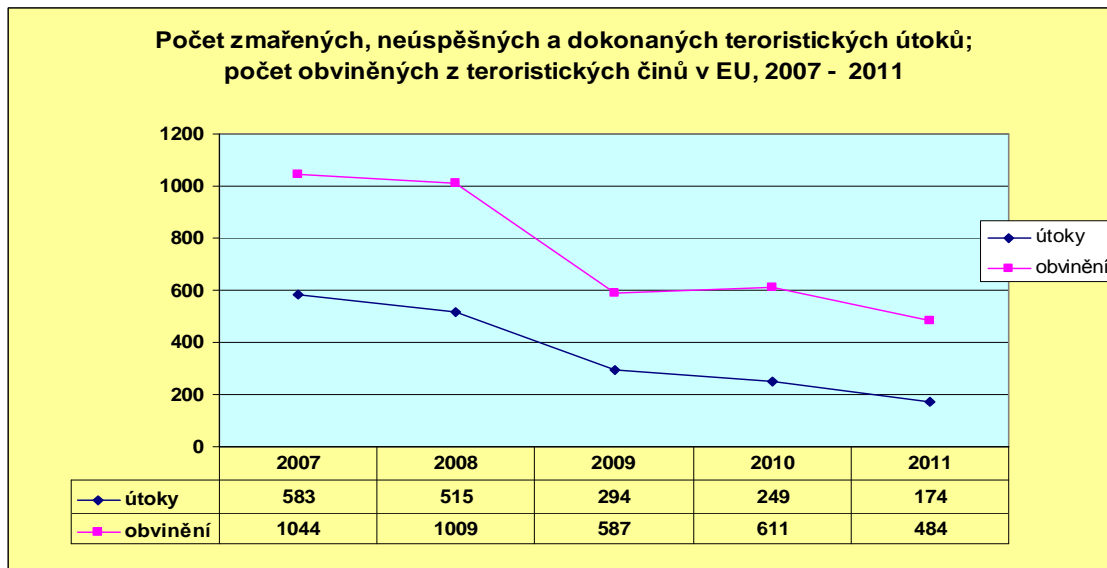
¹³ The 2004 terrorist attacks in Madrid: a series of coordinated terrorist bombings against the railway system. Attacks took place on 11 March 2004. The explosions claimed a total of 191 killed and 2057 wounded. In total, 13 time-bombs were used.

¹⁴ See <https://www.europol.europa.eu/sites/default/files/publications/europoltsat.pdf>

Graphical depiction of terrorist attacks in the EU¹⁵

Number of thwarted, failed or accomplished terrorist attacks;
Number of persons indicted in the EU for terrorist acts, 2007 – 2011

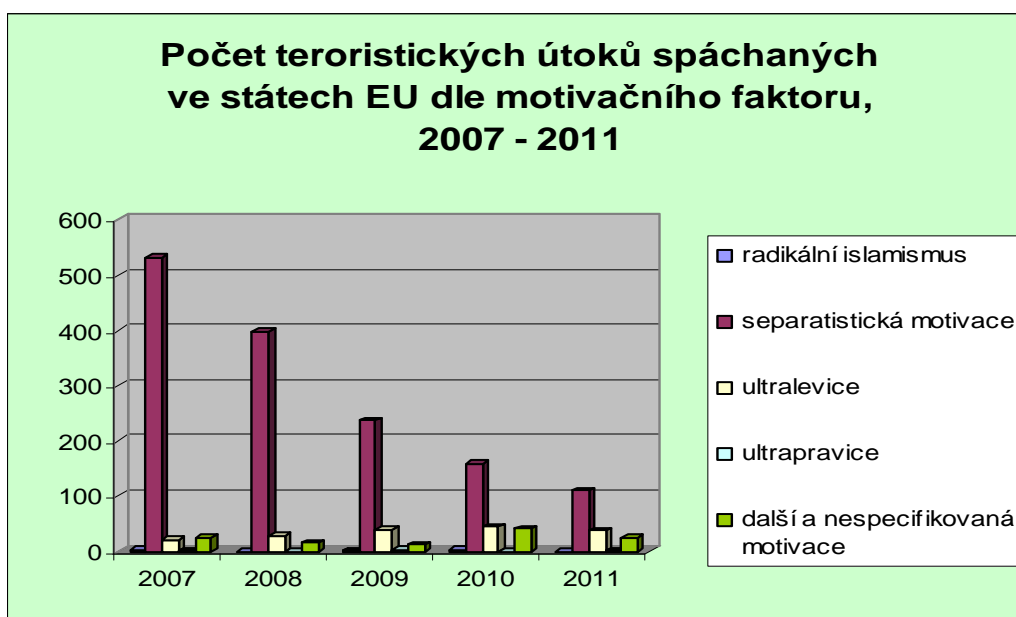
Attacks
Indictments



As the graph indicates, the number of terrorist attacks in EU throughout the period considered shows a slightly downward trend. However, these figures say little about the actual danger posed by individual attacks.

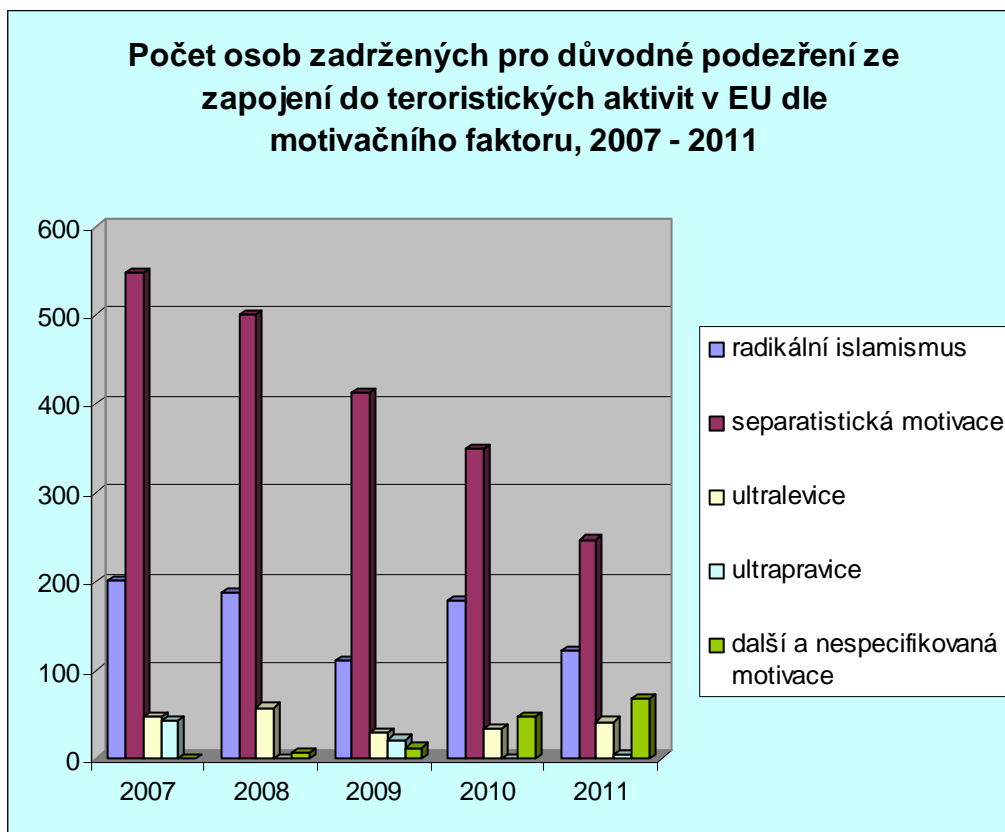
Number of terrorist attacks carried out in the EU Member States, broken down by motivation factors, 2007 – 2011

Radical Islamism – separatist motivation – extreme-left – extreme-right – other not specified

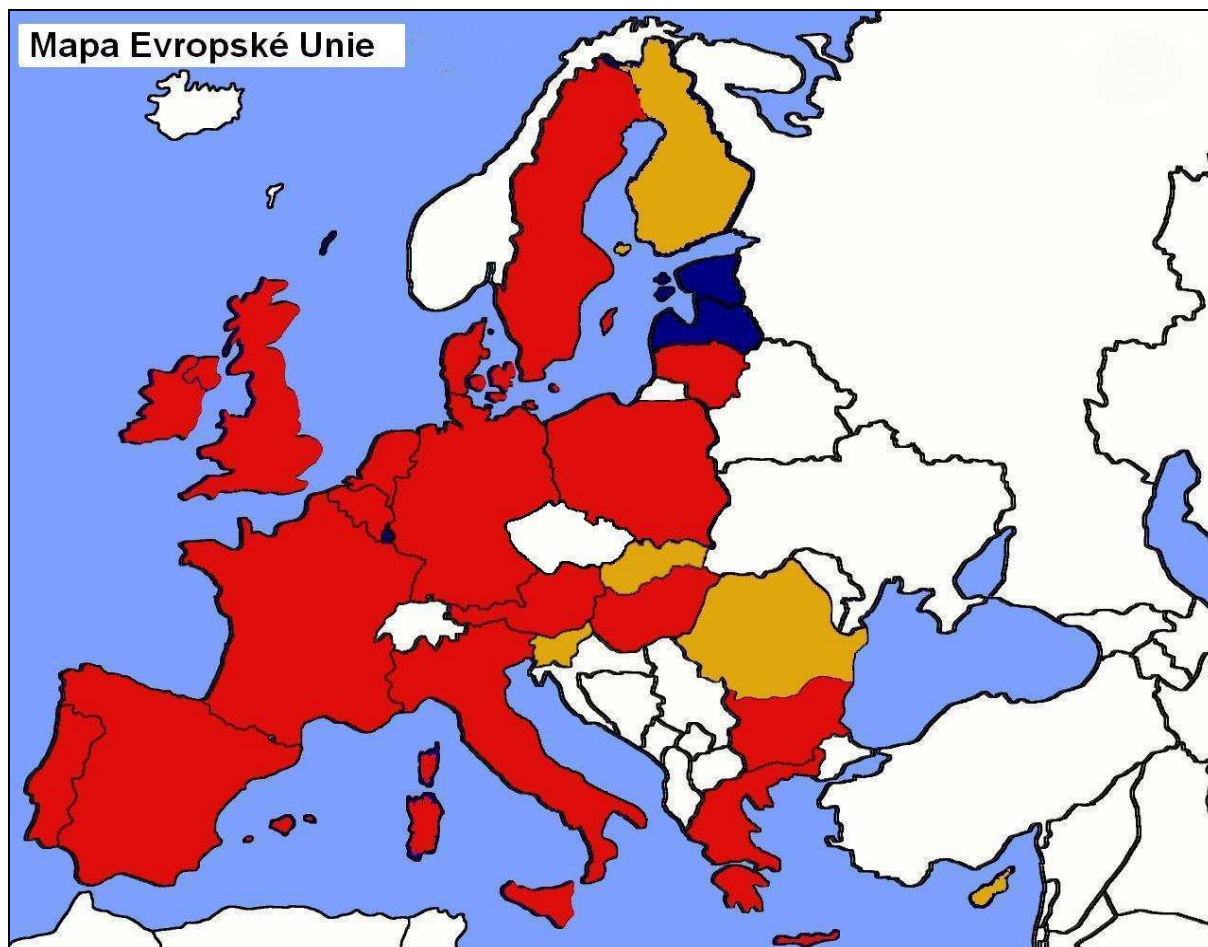


¹⁵ Statistic data drawn from the Europol TE-SAT reports, 2007–2011.

Number of persons arrested in the EU on reasonable suspicion of involvement in terrorist activities, broken down by motivation factors, 2007 – 2011
Radical Islamism – separatist motivation – extreme-left, extreme-right – other not specified



As the graphs indicate, in the vast majority of cases the incidents were so-called "separatist-motivated", i. e. related to the developments in the Basque Country, Northern Ireland or in Corsica. As regards the total number of terrorist attacks in the EU territory, a drop has been observed in the reference period. No such event has yet been recorded in the Czech Republic.



Legend:

- Red: EU countries where were terrorist attacks took place between 2006–2012 or where preparations of such attacks were detected;
- Orange: other countries where in the same period at least arrests of persons reasonably suspected of involvement in terrorism took place.

The cases reported occurred in all countries that border with the Czech Republic – one more reason to continue paying a full attention to this subject.

The European Union obviously aims to strengthen its role in the field of prevention and management of crises. The Treaty of Lisbon contains a number of institutional and functional changes whose implementation should lead to an overall streamlining of the EU policies in the field of foreign relations and security and defence. In the future the EU will be called to increase the use of both its civilian and military capabilities outside Europe. The security of its citizens is one of the main EU priorities – vision and objectives in this field are set out in the EU Internal Security Strategy.

The Czech Republic is committed to combat actively all forms of terrorism, both at national and international level, including the negotiation and implementation of various counter-terrorism conventions. Priorities include measures to combat financing of terrorism, protection of population and critical infrastructure and other potentially vulnerable targets. In accordance with the EU Counter-Terrorism strategy, the Czech Republic adopts systemic preventive measures.¹⁶

¹⁶ <http://register.consilium.eu.int/pdf/en/05/st14/st14469-re04.en05.pdf>

BASIC PRINCIPLES OF THE FIGHT AGAINST TERRORISM

By adopting a responsible approach to combating terrorism the Czech Republic aims to ensure that the key aspects of the counter-terrorism agenda are addressed before any immediate threat or specific incident occurs.

Long-term experience points to the fact that a significant share of the counter-terrorism prevention measures consists in the detection of these threats outside the Czech Republic/EU. Given the transnational nature of terrorism the security forces take care to harmonise the domestic procedures with international efforts to the extent possible, with a clear focus on the activities of the EU, NATO and the United Nations.

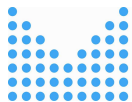
The measures to combat terrorism are designed as an **integrated set of actions that focus on specific elements of the issue**. The implementation of the agreed actions is subject to regular evaluation.

Promotion of fundamental values of democracy, the rule of law and respect for human rights make an integral part of the broader approach to the fight against terrorism.

The Czech security forces¹⁷ assume their responsibility for the protection of the public against terrorism but at the same time they are attentive to the protection of citizens' privacy. **Each particular measure referred to in this document strives to achieve the right balance between two key values: security and freedom of individuals.** It is however beyond any doubt that in the event of a real or imminent threat the interests of individuals step back to give priority to the interest of the whole society.

The Czech Republic fully respects the democratic values and basic principles of democratic state; the country designs its measures (not only in the fight against terrorism) so that they put no restriction on the fundamental rights and freedoms of citizens beyond the legal framework and are proportionate to particular situation.

¹⁷ Particularly the Police of the Czech Republic and intelligence services.



Basic principles of the Czech Republic in the fight against terrorism:

- **Consistency of the fight against terrorism with the Security Strategy of the Czech Republic and other key policy documents;**
- **Respect of democratic principles, the rule of law and protection of human rights;**
- **Cooperation and sharing of information among the institutions concerned;**
- **Deeper involvement of the Czech Republic in international activities (however, this does not imply any transfer of activities that can be done at national or local level);**
- **Building and deepening of confidence with like-minded foreign partners;**
- **Verification (exercises) of counter-terrorist capabilities;**
- **Education;**
- **Active approach to prevention of threats;**
- **Provision of adequate information to the public;**
- **Maximum assistance, support and protection to those who provide information on plotted terrorist actions.**



1. IMPROVED COMMUNICATION AND COOPERATION BETWEEN STAKEHOLDERS INVOLVED IN THE FIGHT AGAINST TERRORISM AND BETTER CONDITIONS FOR THEIR WORK

1.1. Communication and cooperation between stakeholders involved in the fight against terrorism

One of the preconditions of successful counter-terrorism is the ability of the security forces to collect, analyse and assess information on the intentions and activities of terrorist structures in a timely manner, to quickly exchange such information and cooperate with other stakeholders (intelligence and police in particular) at home and abroad. Both the Czech intelligence services and the **police are actively involved in direct international cooperation.**¹⁸ This requires a considerable and sustained deepening of confidence between the two partners.

The role of security services in the whole process is particularly of preventive nature. They aim to ensure that possible terrorist activities (plotted attacks) are detected at the outset. **The cooperation between the police and intelligence components is vital.**¹⁹ **The two components cooperate and complement each other.** The intelligence activity prevails in the preparation phase of possible terrorist attack, the police step in at a later stage with executive powers (e.g. after the criminal proceedings and prosecutions have been initiated). The two components cooperate also in the tracking of perpetrators (suspects).

The **international commitments of the state** require a similar approach, not only with regard to the membership of the EU, NATO, OSCE, the Council of Europe and others, but also in the context of bilateral arrangements.

The **Joint Intelligence Group** (*Společná zpravodajská skupina*) is an important body to support the exchange of information in the fight against terrorism. It is a permanent working body of the Committee for Intelligence Activities (one of the committees working under the responsibility of the National Security Council). The Joint Intelligence Group is composed of representatives of the Prime Minister's Office, Czech intelligence services, Ministry of the Interior, Police of the Czech Republic, and Ministry of foreign Affairs. Representatives of other government bodies may be invited as appropriate.

The coordination of assessment of the information relevant to the security of the Czech Republic, with a particular focus on counter-terrorism, is governed by Government Resolution No 1060 of 13 September 2006. It tasks the other intelligence services (the Office for Foreign Relations and Information, Military Intelligence) to provide the Security Information Service (BIS) with information and assist with their evaluation. It is then for The Security Information Service to assess the information provided and inform the Prime Minister accordingly.

An important step on the side of the Police of the Czech Republic was the creation of the **National Contact Point for Terrorism (NKBT)**, which began to operate on 30 March 2009. The NKBT is attached to the Unit for Combating Organised Crime within the Criminal Police and

¹⁸ The Joint Intelligence Group (established under the auspices of the Prime Minister's Office) is important for information exchange at national level; internationally, the platforms for information exchange include Europol, Interpol, and SIRENE, but the information exchange through bilateral cooperation agreements between the Czech and foreign intelligence services is an important element too.

¹⁹ In the Czech Republic these are the Security Information Service (BIS – Czech counter intelligence agency), Office for Foreign Relations and Information and the Military Intelligence. The activity of the intelligence services is covered by Act No 153/1994 on intelligence services (specific provisions relating to the Office for Foreign Relations and Information are part thereof) and Act No 154/1994 on the Security Information Service, as well as Act No 289/2005 on Military Intelligence. The act on BIS and on the Military Intelligence regulates the use of specific means of obtaining information and records kept by the BIS and Military Intelligence containing data on individuals. The Police work under Act No 273/2008 on Police of the Czech Republic.

Investigation Service of the Czech Police. As of 1 July 2009 the NKBT works round-the-clock.²⁰

The National Contact Point enables a close collaboration and exchange of operational and intelligence information between the police and intelligence services dealing with terrorism.

The National Contact Point collects, evaluates, analyses and processes information on terrorism and radicalism that have relevance for the Czech Police. In doing so the NKBT monitors and assesses the terrorist threats against the interests of the Czech Republic. It thus brings its contribution in the field of prevention, detection and investigation of terrorist offences and works hand in hand with all the Czech Police departments, as well as with other security agencies at home and abroad. The NKBT prepares analytical papers for the Czech Police management and acts as a single national contact point for terrorism for Europol, Interpol, Eurojust, etc.

The main contribution of the NKBT is to be seen in an effective, coordinated and timely processing of data and information on terrorism and extremism within the Czech Police, as well as in the possibility for the Czech citizens to hand their inputs directly to a specialised service.

When designing models for cooperation and exchange of information there is no need to reinvent the wheel. **A number of international partners provide their Czech peers with professional internships or other ways of getting insights into the running of well-established interagency platforms for the exchange of information on terrorism.** The Czech security services, while taking into account the local context, reflect these insights and use them in building a similar solution in the Czech Republic.

²⁰ The National Contact Point for Terrorism (NKBT) was established by Resolution No 18 of 4 July 2008 of the Committee for Intelligence Activities. It is a specialised and central communication, information and analytical unit of the Czech Police. It deals with the fight against terrorism and extremism and is part of the Unit for Combating Organised Crime. (<http://www.policie.cz/clanek/nkbt.aspx>).



1.2. Authority of security forces involved in counter-terrorism

This area includes preventive activities, the operation of security forces in the event of terrorist attack and its investigation. This issue is predominantly dealt with by the Police of the Czech Republic and intelligence services.

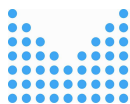
The intelligence services and police units have different status within the Czech security system. Whereas the intelligence services are tasked with preventive actions through the timely collection and analysis of information, the Czech Police is there to effectively carry out the necessary measures and uncover crime. This substantial difference is also reflected in the working methods and their respective legal powers. Contrary to the Czech Police the intelligence services do not have executive powers, counter-terrorism is no exception.

As regards financing of terrorism, the existing instruments of the intelligence services were extended to include the authorisation to request, in justified cases, from the banking institutions, information normally subject to bank secrecy. It shall be noted that the new modified powers are counter-balanced by new appropriate control mechanisms, typically by an independent judicial supervision.

There has been a long-standing discussion both in the Czech Republic and abroad on whether it is still desirable and necessary to extend the powers of security services, and if so, what should be the scope of such an extension. The key is to find the right balance between the efficiency of the security services operations needed for an early detection of risks on one hand and the protection of individual freedoms and privacy of individuals on the other. In any event, the rule is clear: any steps towards extension of powers must be accompanied by adequate and balanced control mechanisms so as to provide for the efficient functioning of security forces, while limiting the space for excessive use or even abuse of such an instrument.

When drafting or amending legislative instruments that modify the powers of intelligence services and other security elements involved in the fight against terrorism, it is necessary to bear in mind their specific situation and requirements. Otherwise there is a risk of weakening their position in countering terrorism, in particular as regards their preventive activities.

The decision of the Constitutional Court concerning Article 88a of Criminal Proceedings Code and the relevant provisions of Act on electronic communications has considerably complicated the work of security forces not only in the counter-terrorism area. The situation has now been rectified in a way reflecting the objections of the Court. Retention, transmission and destruction of operational and localisation data is now regulated by Decree No 357/2012. At present, however, the information on the so called server services is not retained (in contrast to the previous Decree No 485/2005), which poses a major challenge to the authorities in charge of criminal proceedings. Therefore, the current state of affairs prevents the Czech Police from accessing the data it needs to detect crime.



2. PROTECTION OF POPULATION, CRITICAL INFRASTRUCTURE AND OTHER TARGETS POTENTIALLY VULNERABLE TO A TERRORIST ATTACK

2.1. List of priorities for the protection of population and critical infrastructure and for dealing with consequences of a terrorist attack

This section covers both preventive activities related to the consequence management and the mitigation of consequences as such should a terrorist attack occur despite all the measures adopted. The key player ready to deal with the effects of a terrorist attack is the **Integrated Rescue System (IZS)**.²¹ In this context it is necessary to lay down the role of the Czech Police as regards the methodology and coordination towards the operational centres of the Integrated Rescue System (emergency call lines) in order to improve communication with announcers and to transfer the information concerning a terrorist attack to other components of the IZS in a timely manner.

The basic principles, measures and standard procedures to be followed are set out in the contingency type plans that are in place for specific crisis situations. In line with Government Regulation No 431/2010 these type plans are part of the contingency plans of the central administrative authorities.

The framework document that describes the state of play in the area of protection of population in the Czech Republic and puts forward solutions to problems identified, including in the light of international obligations of the Czech Republic, is the "**Concept of protection of population by 2013 with an outlook to 2020**". The tasks and measures to be achieved in the context of the fight against terrorism are specified in the "**Road map for Implementation of the Population Protection Measures by 2013 with an outlook to 2020**". The "**Emergency response Concept of the Health Sector in the Czech Republic**" is another document dealing with the systemic readiness and development of tools and resources aimed at reducing the health effects of large-scale emergencies, particularly in the case of radiological, chemical or biological threats. **The key entity ready to deal with the aftermath of a terrorist attack**, as well as natural disasters or industrial accidents, is the **Integrated Rescue System**.

A systemic training of public administration staff in the field of emergency management is addressed in the "**Emergency Management Training Concept**" approved by the National Security Council Resolution No 14 of 16 November 2004. The document specifies the training target groups and defines the content of training programmes in this field.

The level of preparedness of the various elements of the Czech protection of population system is fully comparable with those in other developed countries. However, certain specific aspects, including investment, technical and organisational solutions, protection of specific parts of the infrastructure and communication with the public, require further targeted effort. There is a need to focus on the prevention of abuse and effective response to possible terrorist attacks involving chemical, biological and radioactive substances, nuclear material and explosives.²²

Emergency management exercises (international, national and regional) are a core part of the verification of preparedness to crisis situations of different elements of the Integrated Rescue System. **Each exercise is subject to thorough evaluation**. This is the only way to close the gaps identified by the exercises. **In this context, it is important to address the issue of**

²¹ The concept of **Integrated Rescue System** shall mean a coordinated approach of its components to the response to emergencies and to the rescue and clearance activities. The legal base is provided by Act 239/2000, on Integrated Rescue System.

²² In this context it is good to note, inter alia, the Council conclusions on strengthening chemical, biological, radiological and nuclear (CBRN) security in the European Union – an EU CBRN Action Plan, doc. No 15505/1/09, adopted by the Council (Justice and Home Affairs) in November 2009.

communication with the media and general public, as well as the role the media have to play in informing the public on particular threats.

The protection of critical infrastructure is dealt with by the Civilian Emergency Planning Committee (see "**Comprehensive Strategy of the Czech Republic on Critical Infrastructure**" and "**National programme for the Protection of Critical Infrastructure**").²³ On 30 January 2013 the Czech Government approved by Resolution No 74 the "Updated Information concerning the Implementation of the National Programme for the Protection of Critical Infrastructure" and tasked the Minister of the Interior to submit every two years to the government, in cooperation with other ministers and heads of other central government authorities, an information update concerning the critical infrastructure of the Czech Republic.

In the context of the compulsory transposition into the Czech legal framework of **Council Directive 2008/114/ES of 8 December 2008 on the identification and designation of European critical infrastructures and the assessment of the need to improve their protection** steps have been taken to amend **Act No 240/2000** on crisis management (the crisis act). In this context Government Regulation No 432/2010 on the criteria for determination of elements of critical infrastructure was adopted.²⁴

Over the recent years the equipment of some ministries, or the components thereof (Fire Rescue Service), was brought to the **highest European level** in terms of measurement and special technology and protective devices for **interventions in cases of leaks of dangerous substances**. In case of a terrorist attack against the infrastructure or transport of dangerous substances they are supposed to make their equipment available to other emergency units of the Integrated Rescue System (e.g. for "decontamination") – which certainly is the right approach.

In accordance with its Central Emergency Plan the Czech Army allocates its own assets (personnel and material) for the purposes of decontamination of terrain, equipment and persons, special teams for sampling and quick analysis of samples, epidemiological surveys, identification of biological agents, and for the monitoring of the radiation and chemical situation.²⁵ The presumption is that in the event of a terrorist attack with dangerous substances these military assets will be deployed for the benefit of core and other units of the Integrated Rescue System (e.g. for "decontamination"). The State Office for Nuclear Safety has similar rapid reaction means for a timely detection and identification of chemical, radiological, and biological agents.

The state as such cannot cover all elements of critical infrastructure. Particularly in the case of so-called "soft targets" it is simply impossible as most of the elements of this part of critical infrastructure are private.²⁶ The issue of "soft targets" is dealt with in a separate document approved by Resolution No 32 of 3 December 2012 of the Committee for Intelligence Activities: "**Current state of protection of potential targets, including the prevention of terrorist attacks against selected sites, their strengths and weaknesses and ways to improve their protection**".

This is an area that requires embracing the concept of public private partnerships – i. e. an intensive cooperation between the public and private sector, which the EU is calling for.²⁷ The Czech Republic has had considerable room for improvement as regards this sort of cooperation. However, thanks to the implementation of the amendment to Act No 240/2000 on crisis management, a significant improvement has been observed since 2011 in the level

²³ Documents approved by Government Resolution No 140 of 22 February 2010.

²⁴ A part of this, a Methodology for the drafting of contingency plans was prepared in accordance with Article 17 and 18 of Government Regulation No 462/2000 in order to implement Article 27 (8) and Article 28 (5) of Act No 240/2000 on crisis management (the Crisis Act), as amended.

²⁵ "Agent" is understood as an active entity, action generator, driver, active substance or pathogenic agent of diseases.

²⁶ "Soft targets": easily accessible facilities/sites with predominantly high number and concentration of persons, usually with a lower level of protection against terrorist attacks or other disruptions.

²⁷ For instance, some selected private entities (e.g. banks) are kept informed about serious crimes related to their activities. The Czech Police is in the process of concluding memoranda of cooperation with the private sector or companies partially controlled by the state. The Ministry of the Interior and other bodies dealing with security issues are active in raising the awareness of these companies concerning the potential security risks, etc.

of cooperation that is going to be enhanced yet further in the years to come. In order to better promote this way of cooperation it is necessary to get the private sector convinced that there is added value for it as well. In other words it is necessary to change the negative view taken by the private sector that this is a way for the state to escape its responsibilities and give tasking to private companies.

The Czech Republic, as well as a number of other countries worldwide, pays increased attention to the **prevention of terrorist attacks in areas with high concentration of people** (e.g. shopping centres, sports matches, major transport hubs). Some parts of critical infrastructure (e.g. fresh water sources, power plants and power grid) are also considered highly vulnerable). Effective action in this field is not feasible without a close cooperation with a number of private entities.

An effective use of **geographic information system (GIS)** has become indispensable for modern and efficient crisis management.²⁸ The Czech Police has begun to use the spatial information and the GIS. Now it is necessary to take stock of the lessons gathered by various bodies (Czech Army and the Fire Rescue Service), to harmonise the environment for data processing and operation and to provide multilateral information services (updates on emergencies and response thereto, sharing of information on the intervention vehicles location).²⁹ At the same time there is a need to focus on the development and accumulation of cartographic materials and information that enhance the practical potential of the GIS.

In the context of response to potential terrorist attack and mitigation of its consequences, the so-called **Disaster Victim Identification** units (DVI) have important role to play and it is important to keep their personnel well trained and ready to intervene. This is a highly specialized and demanding activity: experts on different issues identify and compare personal and medical data in order to identify bodies of victims. A rapid and correct identification of victims is important for a number of reasons: medical, legal and ethical. The **Czech DVI team** is attached to the **Criminalistics Institute in Prague** and is composed of experts from other organisations too.³⁰

On 1 July 2010 the Czech Police launched its psychological assistance system in order to assist the victims of crime or to help in the aftermath of emergencies. Assistance to victims of terrorism is covered as well; the system delivers the following assistance:

- Immediate crisis intervention assistance to victims by trained staff;
- Continuous telephone support provided by devoted crisis intervention groups;
- Mediation of contact between a victim and an external organisation providing psychological and psycho-social follow-up and social and legal assistance.

As regards this particular area it is desirable to continue to deepen cooperation of the security forces with the civil sector (e.g. expert consulting services to businesses which may potentially be targeted by terrorist or other attack). There is a lot of room for strengthening the above-mentioned public private cooperation.

A great deal of attention is currently paid to cyber security. This document does not discuss this issue in detail, since it was elaborated in the "Cyber Security Strategy of the Czech Republic

²⁸ The Geographical information System (GIS) is a computer-based information system for the generation, storage, analysis and visualisation of data with a spatial relation to the Earth surface. The GIS works with geo-data defined by their geometry, topology, attributes and dynamics.

²⁹ The process is driven by an effort to transform policing to a more public-oriented service (community policing) and to provide the local and regional representatives and authorities with concrete data for public order maintenance purposes.

³⁰ In 2013 members of the Czech DVI will undergo training in Switzerland, a leader in this field. The team will also receive technical equipment. The creation and preparation of the team is financed by a Swiss granting scheme. Apart from that, the professional psychologists of the Czech Police and Fire Rescue Service would also render urgent psychosocial support to citizens affected by a terrorist attack.

2011–2015" and in the related Action Plan. These documents fall within the competence of the National Security Authority, which is as well in charge of drafting a bill on cyber security.

2.2. Transport³¹

In transport the counter-terrorism priorities include civil aviation, urban and sub-urban transport and transport of high-risk hazardous goods. In the second line it is also important to protect major traffic routes³² so as to avoid potential disruptions in the supply chain.³³

The level of **protection of civil aviation** in the Czech Republic against unlawful acts meets the high standards set out by the EU regulations. In the future due attention will be paid to the prevention, security training and control of implementation of the relevant measures and procedures.³⁴

As the civil aviation sector remains high on the terrorist agenda the Czech Republic maintains a high level of effort in the prevention of unlawful acts; even more so, since other criminal activities can impact on civil aviation as well (such as smuggling and trafficking in humans). The Czech security services and devoted working groups continuously monitor and analyse the security situation and potential threats in relation to civil aviation; primary focus is on exchange of information and prevention of any unlawful acts.

Urban transport is a highly complex system involving numerous transport and local service providers whose services are used daily by millions of passengers. It is easily accessible and characterised by a large number of stops and interchanges. In the security field there is generally no passenger screening and only minor entry restrictions are applied. In addition, there are considerable differences in the level of risk and vulnerability of individual modes of transport. Security in urban transport is currently taken charge of by carriers themselves or by the local and national authorities. Whereas in aviation, maritime transport and international transport of goods various European measures are in place (which may be based on the rules laid down by international organisations), there are no comparable measures or international rules applicable to urban transport.

That is why, in the framework of the Commission Communication to the European Parliament and the Council – Stepping up the fight against terrorism (COM (2007)0649), a procedure and a series of EU measures in the field of protection of urban transport against terrorist attacks was adopted. At the same time the Commission has assessed how the EU could best contribute to the protection of urban transport from terrorism, i.e. how to increase safety and security of the urban transport systems, whilst maintaining a full and unrestricted service.

In order to facilitate cooperation of all stakeholders, the European Commission has set up a specific Urban Transport Security Expert Working Group. The exchange of best practices and lessons learned takes place within its three expert working groups in order to agree on a set of a common security criteria and benchmarks, which would enable the competent authorities and operators to carry out their internal controls and develop security plans³⁵ for the three main

³¹ This issue is covered primarily by the "Transport Policy of the Czech Republic for 2014–2020 with an outlook to 2050".

³² The backbone transport routes are part of critical infrastructure. An increased attention is therefore paid to their protection. The critical infrastructure elements are listed in the Annex to Government Resolution No 934 of 14 December 2011 on the determination of elements of critical infrastructure operated by state-controlled bodies.

³³ Supply chain is a system of organisation, personnel, technologies, information and resources related to transport of goods and/or services from suppliers to customers.

³⁴ The amended "National Security Programme for the Protection of the Czech Civil Aviation against Unlawful Acts" was approved by National Security Council Resolution No 15 of 15 April 2008. Simultaneously, other documents were amended and published: "National Quality Management Programme for the Security Measures Protecting the Czech Civil Aviation against Unlawful Acts" and "National Civil Aviation Security Training Programme". The amendment of the Civil Aviation Act entered into force on 1 July 2006 and the related implementing Decree No 410/2006 is in force as of 14 August 2007.

³⁵ Due to the interconnection of transport systems, the protection against terrorist attacks was extended to suburban rail transport, while bearing in mind that in future, it is necessary to also pay attention to measures that would increase security and incorporate counter-terrorism approach to high-speed trains as these are considered potential targets too.

areas: organisational measures and security incident management, surveillance and detection and more resilient equipment and installations.

As other areas, the protection of the transport infrastructure is a relatively stand-alone issue, nevertheless it has to do with the fight against terrorism, or more specifically, with counter-terrorism measures. Therefore, it is desirable to enhance cooperation of the Ministry of Transport with other national authorities where appropriate and where their scopes of competence meet or overlap.

Improving the safety of persons, property and the environment during transport of dangerous goods, with a particular attention to terrorist threats, needs to be progressively developed. The main actors are the Ministry of Transport, transport authorities, the Czech Police, Czech Army, Fire and Rescue Service, Customs authorities and the carriers themselves.

In this area the Ministry of Transport operates, on the basis of Article 9 of Act No 239/2000 on Integrated Rescue System, an **information system (DOK) for the preventive and rescue measures in the area of mobile hazard generators**. The DOK has been designed primarily to support selected activities in the context of crisis situations in transport. The system is conceived as a platform enabling an effective exchange of information to support preventive and rescue measures in the area of mobile sources of hazard. It should be compatible with other systems used by the state administration and also with foreign systems of similar nature, thus creating conditions for effective prevention and clearance of serious transport-related accidents and aiming at the maximum possible level of environmental protection.

In the future the DOK Transport Information System is supposed to become integral part of the modern telematics systems³⁶ (ITS – Intelligent Transport Systems and Services), i.e. connected to transport telematics systems with interface to other advanced telecommunication means, interconnection with other similar systems in the EU countries, namely those of neighbouring countries of the Czech Republic.

The European Network of Railway Police Forces (RAILPOL) has been dealing with similar issues – hence a need to act in a coordinated fashion so as to avoid **simultaneous development of two parallel systems of monitoring of dangerous goods transport**.

However, consistent checks (and sanctions) of **compliance with the binding rules set out in the ADR³⁷ and RID³⁸ international agreements**, which adequately regulate the carriage of dangerous substances by road and rail, is considered as a primary measure.

Priority effort should also be undertaken in order to meet the international requirements (EU directive) on minimum safety of long tunnels belonging to the Trans European Road Network.

³⁶ Telematics: technological discipline dealing with a combination of the transmission and processing of data with displaying and other communication systems and devices. Transport telematics includes navigation systems, traffic management systems, displays of real-time information to users of public transport and carriers, etc. The GPS technology is used to locate a vehicle or device.

³⁷ European Agreement concerning the International Carriage of Dangerous Goods by Road.

³⁸ Regulation concerning the International Carriage of Dangerous Goods by Rail.



3. SECURITY RESEARCH, TRAINING AND INFORMATION TO THE PUBLIC ON SPECIFIC ASPECTS OF THE FIGHT AGAINST TERRORISM

The security research is understood as a process of creating the conditions for an adequate response of security forces to security threats to life, health and property of Czech citizens. Combating terrorism is featured in two programmes: "Security Research Programme of the Czech Republic for 2010–2015" (UV No 50/2009, public tender – VG) and the "Security Research for State Purposes between 2010 and 2015" (UV No 49/2009, public tender - VF). This framework enables the implementation, from 2010 onwards, of research projects in this area. Both programmes are run by the Ministry of the Interior.³⁹

The fight against terrorism is covered also by the new "**National priorities for oriented research, experimental development and innovations**" adopted by Government Resolution No 552 of 19 July 2012. The issue of terrorism features under Area 1 Safety of citizens, 1.2 Protection against crime, extremism and terrorism. These priorities are projected into the new security research programmes for the period 2015–2020.

Research is closely linked to education and information outreach to interested experts and devoted staff who may be confronted with situations related to terrorist incidents. That is why it is necessary, in particular, to:

- **continue the training programme on risks relating to terrorism for the middle and senior police management** with responsibility for protection of selected facilities (potential targets) or in charge of emergency measures in connection with terrorist threats (curricula of the programme include security risks in today's world, motivation of potential attackers, methods of identification of suspected persons, adequate response to an attack, communication with the public, working with the media, etc.);⁴⁰
- **train the Integrated Rescue System staff** (training in type-activities of the Integrated Rescue System, etc.);
- **train judges and prosecutors** on current trends and practices in the fight against terrorism;
- **to conduct training for police officers, in cooperation with the National Contact Point for Terrorism**, on current trends and practices in counter-terrorism.

Action: To continue the coordination of the national security research priorities with those of the European Union and use, on top of national resources, the available EU funding schemes⁴¹ – emphasis on the protection of critical infrastructure, fighting abuse of chemical, biological and radiological substances, nuclear material and explosives, as well as cyber security.⁴²

Informing the public in emergency situations in a timely, professional and coordinated manner is an intrinsic part of the counter-terrorism agenda in the Czech Republic; this applies particularly to the cooperation of the state authorities and local government with the media in such situations.

³⁹ [Http://www.mvcr.cz/bezpecnostni-vyzkum.aspx](http://www.mvcr.cz/bezpecnostni-vyzkum.aspx)

⁴⁰ In addition to this programme there are other training activities related to the preparedness to face terrorism and other security threats (organized e.g. by the Ministry of the Interior, the Czech Police Unit for Combatting Organised Crime, Military Police or by the Ministry of Foreign Affairs).

⁴¹ To mention but two programmes for the period 2007–2013: "Prevention and Fight against Crime" and "Prevention, Preparedness and Management of Consequences of Terrorist Attacks and other Security Threats". Subsequently, these programmes will be replaced by a joint programme titled "Internal Security Fund 2014-2020". These programmes are co-ordinated by the European Commission, Directorate General for Home Affairs.

⁴² Such as the EU's Seventh Framework Programme (2007 to 2013) and the new Horizon 2020 Programme for research and innovation.

Particularly difficult cases (unforeseen events or threats stemming from large-scale natural and technological disasters, threats to public health, serious security and defence-related threats, including terrorism) lead to activation of the Central Emergency Committee, which provides for synergies between press departments of the ministries involved. This requires also a close cooperation with psychologists and sociologists so that the content and scope of the information as well as the way it is delivered do not spread panic. Mass panic situations can lead to more harmful consequences than the original events themselves.

The public is briefed on a constant basis on the right approach to take when confronted with dangerous situations and on the measures that are in place to protect citizens. To get the message across it is **necessary to seize every opportunity (trade fairs, exhibitions, workshops, trainings, outreach activities by specialized preventive groups)** to explain and present how to behave in the event of a serious disruption of public order. It is necessary to remain active in **publishing** (professional and generic media, Internet).⁴³

Pursuant to Act No 561/2004 on education, the civil protection in emergencies and medical first aid have since 2004 gradually been integrated into pre-school, primary, secondary and higher education curricula. To support the teaching activities a methodology document "Background for primary school courses on civil protection and emergencies" was drafted in 2012 in cooperation with the Ministry of Education, the Fire Rescue Service Directorate General and the Ministry of Health; the document helps teachers incorporate the issue into their lectures. To make this subject matter more appealing it is necessary to work with the local and regional authorities (as they are in charge both of schools and emergency management) and promote cooperation of the Integrated Rescue System with schools. For interested teachers there also are devoted courses offered by the National Institute for Further Education. Another option for them is to enrol for courses organised by the Fire Rescue Service. Would-be teachers are made familiar with the civil protection issues at universities, which, in accordance with Government Resolution No 734/2011, gradually incorporate this subject into their curricula.

Keeping the public aware of the right behaviour in different emergencies shall remain a **permanent priority for the security forces in the Czech Republic** (this goes particularly for the Integrated Rescue System). For instance, the psychological departments of the Ministry of the Interior, the Czech Police and Fire Rescue Service actively contribute to the preparation, implementation and evaluation of Integrated Rescue System exercises and have for long time been cooperating in psychology of emergencies and disasters by providing assistance to the public and members of security services.

Besides the core components of the Integrated Rescue System there are other important actors coming into play when dealing with an emergency, such as other components of the IZS, the Red Cross, humanitarian organisations, etc. It goes without saying that the cooperation with these stakeholders needs to be continuously developed.

The Czech Republic studies foreign experience with the so-called public vigilance systems. Generally, these usually consist in several levels of alert differentiated by colours according to gravity of the presumed threat. The systems are designed as a means to inform the public as well as the security forces on the situation and/or on the urgency of the counter-measures to be taken. **All components of the Integrated Rescue system came to the agreement that there is currently no need to build such a system in the Czech Republic.**

A lot of material (brochures, leaflets, books, websites) concerning the behaviour in specific emergencies is available to the public.

⁴³ <http://www.mvcr.cz/clanek/bezpecnostni-hrozby-337414.aspx>

Constant attention needs to be paid to the **training of all staff of the Integrated Rescue System**. Needless to say that only well trained personnel – police officers, firemen and health professionals – can provide the citizens with the right information on what to do in an emergency. It should also be underlined that the area of fight against terrorism should make an effective use of the existing resources earmarked e.g. for emergency management or the Integrated Rescue System.

Public awareness and public relations should be even more integrated into all crisis management exercises than it has been the case so far.



4. PREVENTION OF RADICALISATION⁴⁴ AND RECRUITMENT TO TERRORIST STRUCTURES⁴⁵

Although the Czech Republic is not a country where the co-existence of majority population with immigrants was misused for recruitment by terrorist organisations, it would be a mistake to underestimate this issue. It is a responsibility of the security services to identify problems before they escalate. In this regard, the Czech Republic tries to learn lessons from the developments in Western Europe. Turning a blind eye to the problems related to uncontrolled immigration led to an unpleasant awakening in a number of countries. In the Czech local context the focus of attention should shift to the second generation of "new residents" who have perfectly mastered the Czech language and are perfectly familiar with the local conditions.

The creation of conditions for social consensus between the domestic majority and immigrant population is a key element for the stability of the state. Education needs to be at the heart of the effort to achieve a conflict-free coexistence: intercultural communication, understanding for the differences of other cultures and acceptance of the fact that the culture of each of the communities enriches the Czech society as a whole. However, integration shall not be understood as a synonym for assimilation, but as a process of gradual integration into society, requiring tolerance and **mutual** understanding of the different practices and culture, while fully respecting the Czech legal order.

Conceptual efforts in the area of integration of immigrants and the protection of the political, economic, social and cultural rights of immigrants in the Czech Republic has, since 1999, been coordinated in accordance with the conclusions of the document "**Principles of Integration of Foreigners in the Czech Republic**". The latest update of this document took place in 2011. The objective of integration activities is the approximation of the status of immigrants residing in the Czech Republic to the legal status of a citizen and strengthening of the principle of equal treatment of foreigners in employment, business, social security, education, health care and housing. The purpose of the integration policy is to foster the conflict-free coexistence and to prevent closed immigrant communities, social isolation and social exclusion of foreigners.

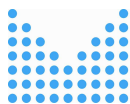
The integration policy is coordinated by the Ministry of the Interior. Each year the MoI submits to the government the "**Progress Report concerning the Implementation of the Concept of Integration of Foreigners**", which specifies the objectives of the integration policy and suggests concrete actions to competent departments in order to foster the integration of foreigners in the Czech Republic. The progress report contains also draft legislative and practical measures. Various integration projects are financed either nationally or by the EU funding schemes. A large number of foreigners' integration projects are run by the regional and local authorities and non-profit NGOs. The activities are either of a generic nature (the concept of integration in the Czech Republic) or more specific one (prevention of radicalisation within the immigrant communities, including the possible influence of newly arrived individuals).

The threat posed by some immigrants is likely to continue. Dangerous spawn for radicalisation is to be seen in a growing number of closed ethnic enclaves, which have mainly been due to economic reasons. But it can be assumed that closed enclaves can arise in other backgrounds too: religious, ethnic, etc.

The Police of the Czech Republic takes a systemic approach to the work with minorities and

⁴⁴ For the purposes of this document "radicalisation" is understood as a process (relating to an individual, a group of persons and/or society as a whole), which is characterised by a growing uncompromising, hard-line or irreconcilable stance, including the will to support or to commit acts of violence in order to bring about societal change - thus directly or indirectly undermining the democratic legal order.

⁴⁵ There are a number of EU documents in this area, particularly the EU Strategy for Combating Radicalisation and Recruitment and its action plan, or this year's Europol Report on terrorism, the so-called TE SAT 2012.



foreigners, since these groups have a significant scope for potential troubles. Since 2005 experts on the work with minorities have been attached to all regional police offices – the "**liaison officers for minorities**". The liaison officers act as facilitators of contacts and communication between minorities and the police. They are involved in prevention of possible conflicts and serious infringements and offer assistance to members of minorities with specific problems. Liaison officers are assisted by devoted working groups, a total of approximately 150 officers specialize in this issue within the Czech Police. A great deal of effort of the MoI and the Czech Police goes to the **education and training of police officers for the work with minorities and foreigners, cooperation with the local and regional authorities, non-governmental sector and academia, to the support of local projects as well as hiring police officers with minority background.**

In order to avoid overlaps the concrete steps in this area need to draw on the potential available in the **EU and UN** parallel activities.

Human factor is a key to success. There is a need to **bridge the gap that exists within the security forces as regards personnel resources assigned to the issue of crime potential of closed foreign-language (immigrant) communities** (particularly training of specialists, etc.), and to **exploit the potential for cooperation of the security community with education institutions in the Czech Republic** (language courses, better professional and intercultural skills – innovative approaches to training and/or other ways of getting the educational institutions involved in specific projects). Security experts need training in concrete skills, such as how to distinguish between different cultural backgrounds or whom to talk to in case of problems with a specific community (NGOs, other information sources). The police can seek cooperation with the newly established integration support centres in Czech regions, and with the local projects implemented by municipalities together with the Ministry of the Interior in urban areas prone to coexistence troubles with foreigners.

There is also a need to develop procedures for spreading information (through training, etc.) **to the local and regional authorities regarding the security risks associated with closed immigrant communities.**

Based on experience from abroad, it is appropriate to address the **specific aspects related to the prevention of closed immigrant communities and possible radicalisation of their members, as well as their potential to get influenced by newly arrived radically-minded immigrants** (e.g. to prevent the drift towards extremism and terrorism in prisons).

Once again, the public administration needs to **step up its communication with the representatives of specific immigrant or religious communities: both at national and regional or local level** (security forces, government institutions, teachers, social workers, etc.).

A lot has been done at the European Union level (or, as the case may be, in the EU member states) in relation to the prevention of, and the fight against violent radicalisation.⁴⁶ However, the Czech Republic cannot adopt all the best practices as they stand. The effort to "actively fight violent radicalisation" shall not lead to a straightforward adoption of measures that had not been thoroughly discussed. At the same time it is not acceptable to apply double standards subconsciously and seek religious or cultural motivation in crimes committed by specific groups from immigrant background.

Combating radicalisation is a long-term and multi-faceted issue. It is extremely difficult

⁴⁶ For example the activities of Europol and the EU Counter-Terrorism Coordinator, the EU Strategy for Combating Radicalisation (<http://www.transnationalterrorism.eu/tekst/publications/EU%20Counterradicalization%20Strategy.pdf>) and the related action plans, numerous international workshops, activities in the framework of the RAN network (European Radicalisation Awareness Network), etc.

to establish indicators of radicalisation, which would make it possible to assess the developments in this field. This is one reason more to commission research projects to study the effectiveness of the specific anti-radicalisation and anti-recruitment measures. Otherwise one can do nothing but speculate whether the action taken brings the expected results. In countering radicalisation account should be taken of the current radicalisation trends, which include a substantial shift of radicalisation from a particular environment (e.g. mosques, schools, prisons...) to the Internet, e. g. taking the form of participation in jihadist forums or activities across the social networking sites.

There is a need to avoid the trap of **generalisation**. Although illegal activities can be supported just by a negligible number of radicals, the public opinion can tend to associate their attitudes with a whole group. This may backfire as an additional source of radicalisation of a community in question. The problem consists primarily in radicalisation of the few individuals who engage in acts of violence.

All the steps to prevent radicalisation of immigrant communities and the inclination of their members to terrorism need to go hand in hand with actions against the "**domestic**" **extremism, racism and xenophobia** and with the educational and awareness-raising activities for general public. The issue is also being dealt with under the government Policy for the Fight against Extremism, which is updated and evaluated every year. It shall be pointed out that no proven link between the "domestic" extremism and radicalisation of immigrant communities has yet been recorded in the Czech Republic.



5. LEGISLATIVE AND CONTRACTUAL ISSUES IN THE CONTEXT OF INTERNATIONAL OBLIGATIONS

The Czech legal order provides for the prosecution of terrorist activities in their entirety.⁴⁷ Not only is the execution of concrete attacks understood as terrorism, but also any **logistical support, particularly the financing of terrorism.**

The same coverage applies to the **protection, compensation and assistance to victims of terrorism and the protection of witnesses and other persons involved in criminal proceedings** (i.e. including cases related to terrorism). The legislative situation is continuously studied (including the developments and case law abroad) in order **to present legislative amendments if need be.**

The Czech Republic is contracting party to all 13 universal counter-terrorism instruments⁴⁸ as well as to the European Convention on the Suppression of Terrorism (an instrument of the Council of Europe).

The need to comply with international obligations has required an **adjustment of the Czech legal order as regards the liability of legal persons⁴⁹.**

By adopting **Act No 418/2011 on the criminal liability of legal persons and on the proceedings against them**, the Czech Republic did comply with a number of international commitments and European regulations, particularly the **Council Framework Decision on Combating Terrorism** (2002/475/JHA), which explicitly requires the Member States to implement the provisions on criminal liability of legal persons into their legal orders.

By acceding to these instruments (or by a thorough implementation of those already adopted) the Czech Republic has enhanced its capacity for international cooperation (including e.g. the enforcement of foreign judgments concerning the assets of legal persons involved in crime). In principle, criminal liability applies to all legal persons, i.e. not only to business companies, but also to foundations, charities or registered Churches.

However, legal persons are not liable for all crimes, but for some 80 selected offences listed in international instruments (including terrorism, incitement to hatred, etc.). On top of the individual liability the legal person is liable not only in the case the crime was committed by a member of its management, but also if the crime was committed by its employee acting upon instructions of the management, or in case of failure to apply preventive control measures. This way the law creates pressure on legal persons working in sensitive areas so that they prevent criminal activity of their staff, without taking away from the individual criminal liability of natural persons. The provisions on effective regret by legal persons are also helpful in this context.

⁴⁷ See in particular Act No 40/2009 (Criminal Code), Article 311: Terrorist attack.

⁴⁸ In principle, the Czech Republic has complied with its UN commitments as far as terrorism is concerned. Only three amendments or protocols to the conventions adopted in 2005 in the framework of the International Atomic Energy Agency (IAEA) and the International Maritime Organisation (IMO), which relate to the fight against terrorism, have not been ratified.

⁴⁹ Examples of international counter-terrorism commitments that require provisions on criminal liability of legal persons in order to be implemented: the United Nations Convention against Transnational Organised Crime, 29 September 2003, No. 39574, amending Protocol (ETS 190) to the European Convention on the Suppression of Terrorism (ETS 90), Convention on Cybercrime (ETS 185), additional Protocol concerning the Criminalisation of Acts of a Racist and Xenophobic Nature Committed through Computer Systems (ETS 189), Council of Europe Convention on the Prevention of Terrorism (ETS 196), Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and on the Financing of Terrorism (ETS 198), United Nations Security Council Resolution 1373 – counter-terrorism, adopted unanimously on 28 September 2001 following the terrorist attacks of 11 September 2001 against the United States.

The criminal liability of legal persons is pursued in the course of criminal proceedings, which provide the highest protection of the rights of suspects in relation to the respective competencies of the law enforcement authorities involved in criminal proceedings. The authorities involved in criminal proceedings can thus choose an optimal way to proceed in relation to all suspects and, at the same time, rely on a wide network of agreements on judicial cooperation with foreign countries.

The diverse nature and weight of legal persons is reflected in a wide range of sanctions allowing for adequate punishment of small as well as big legal persons, the basic sanction being a financial penalty (ranging from approximately 800 EUR to 56 million EUR) followed by a forfeit of assets, suspension of activity or dissolution of the legal person.

The adoption of the Act on Criminal Liability of Legal Persons and on the proceedings against them is an important element of the criminal policy and security architecture of the state, which aims to bring about long-term positive consequences for the internal security of the country.

In the framework of its international contractual activities the Ministry of the Interior concludes bilateral police cooperation agreements with other countries. Cooperation in the fight against terrorism and financing thereof is one of the standard clauses of such agreements.



CONCLUSION: PRIORITIES OF THE CZECH REPUBLIC IN THE FIGHT AGAINST TERRORISM

However much people can feel "tired" of the fight against terrorism, this work is not futile. It needs to be accepted that **terrorism has *de facto* become a latent, ubiquitous and permanent global threat**. Hopes that this situation will soon come to an end were wrong. In the short term it cannot be expected that this threat disappears or decreases radically. On the contrary, the recent events prove just the opposite and the Burgas incident of July 2012 clearly pointed out that neither the new EU Member States can avoid terrorism-related incidents in the future. So there is no point in delaying the necessary measures with the argument that the Czech Republic will once again avoid a devastating attack.

The Czech Republic is a country with no open manifestations of domestic or international terrorism. Nonetheless, the potential risk of politically motivated attacks against the territory of the Czech Republic or its interests abroad could be linked to the foreign-policy orientation of the country.

The level of preparedness of the Czech Republic to a terrorist attack at home or abroad shall correspond to the geopolitical situation of the country and to the level of its commitment to the global counter-terrorism effort. This is duly reflected in the Security Strategy of the Czech Republic, a basic document setting out the security policy direction of the country.

The protection of citizens, democratic values and state order shall be the cornerstones of any planning and measures related the fight against terrorism. The protection of critical infrastructure and other potential major targets shall also feature as significant tasks.

There is no doubt that citizens must be protected against terrorism, but they should not be viewed as mere passive elements of the security system. Public awareness and communication aspect of the fight against terrorism need to feed into all policy considerations of the security community and should also feature as a "must-have" topic of security research and any relevant training activities.

The Czech Republic shall continue to adopt and further develop within its local conditions the best practices that have proved their value abroad. It is neither possible nor useful to start from scratch if there are solutions that work well in a number of other countries worldwide. On the home front, the focus should be on coordination so that the local actors not waste time and resources on challenges that had been solved by some of their local partners.

Prevention has a key role in counter-terrorism. This very aspect is in the competence of the intelligence services and other security components. The ability of the intelligence services to gather timely information on terrorist groups (their operation, financing and planned attacks) is one of the preconditions for success in the fight against terrorism. For the near future the Czech Republic shall bear in mind that terrorist threats with origins abroad may become more likely⁵⁰.

⁵⁰ Local threats cannot be completely excluded. Take the attacks of 22 July 2011 in Norway. They included an explosion in the government quarters of Oslo where 8 people were killed, followed a few hours later by a shooting in the summer camp of a labour youth union on the Island of Utøya near Oslo, where the attacker disguised as police shot dead 69 young people. The attacks were carried out by a Norwegian citizen Anders Behring Breivik who pleaded guilty and was sentenced to 21 years of imprisonment on 24 August 2012.

That is why it is necessary to focus on the early detection of these threats by taking a pro-active approach and by thinking beyond the security perimeter of the Czech Republic and the EU. Due to the global nature of threats any operations abroad will need to seek international cooperation. The intelligence services play a key role in gathering and assessing information and it is of utmost importance to get their capabilities and performance to a level comparable with their international partners.

The fight against terrorism cannot be efficient without cooperation and coordination of activities and actors. Apart from an adequate legislative framework, which is indispensable for the security system to run smoothly, it is also important to keep the right channels for a swift and reliable exchange of relevant information⁵¹. It is thus necessary to constantly review the communication and cooperation equipment and processes and make sure they are fit for purpose both in terms of current and long-term needs and, if appropriate, take measures to improve the situation.

⁵¹ Such information channels include, inter alia, regular meetings of the Joint Intelligence Group (attached to the Prime Minister's Office).