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	Preparedness and consequence management in the event of a terrorist attack		

Delegations will find attached the partially declassified version of the above-mentioned document.



ANNEX

COUNCIL OF THE EUROPEAN UNION

Brussels, 5 March 2010

6090/10 ADD 3 EXT 1 (13.02.2012)

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ADDENDUM TO THE NOTE

from: The Council General Secretariat
to: Working Party on Terrorism

Subject: Second Round of Peer Evaluation
Preparedness and consequence management in the event of a terrorist attack

Delegations will find enclosed the report of the evaluation mission in <u>Greece</u> (18-20 June 2008) in the framework of the above-mentioned round of peer evaluation.

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1. EXECUTIVE SUMMARY

- In the framework of the second round of peer evaluation covering "Preparedness and consequence management in case of a terrorist attack" an evaluation visit was made to Greece from 18 to 20 June 2008.
- Since the restoration of democracy in 1974 Greece has had to deal with national and international terrorist activities. This double threat has contributed to the development of a complete counter-terrorism structure. This structure was improved after the 11 September events and upgraded for the 2004 Olympic Games. Those Games, which had international coverage, resulted in significant financial and material resources being made available for the fight against terrorism.

The boost given by the Olympics was a central theme throughout the visit. The security needs also showed the importance of a single command structure, something which did not exist previously.

After the 2004 Games, the numerous existing arrangements have been adapted and adjusted but still never tested in the context of a real terrorist attack. Nevertheless, the Greek crisis management structures have faced major natural disasters, mostly due to forest fires and earthquakes.

• The evaluation team's impression of the four main institutions visited was positive. The National Crisis Management System and the sectoral crisis management systems (police, health, coast guard) were found highly appropriate for addressing a range of security threats including the threat from terrorism.

All in all, Greece seems to have a comprehensive and robust system of counter-terrorism capability and crisis management. The issues have been through, chains of command and crisis management are decentralised and appear efficient. The national threat level (regionally adjustable) is continuously assessed on the basis of intelligence from various sources. At the highest threat levels certain contingency plans automatically come into effect.

• The main recommendations resulting from this evaluation mission focus on the following areas:

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2. ARRANGEMENTS IN THE EVENT OF A TERRORIST ATTACK

2.1. Structures and organisational framework of National Crisis Centres

Greece does not have one unified National Crisis Centre. The operational handling of critical situations is, in accordance with the national legal framework, the responsibility of four (4) main security and civil protection bodies: the Hellenic Police, the Fire Brigade and the Civil Protection General Secretariat, of the Ministry of Interior, as well as the Ministry of Health.

Those three bodies are responsible for dealing with threats (terrorist or criminal), natural disasters, technological incidents or major accidents which affect the internal security of the country directly or indirectly.

With regard to human incident management on Greek territory and specifically to the competences of the Hellenic Police, the Olympic Plan, "Polydeukis", established to respond to the needs of the 2004 Olympic Games was readjusted to meet post-Olympic needs and specifies the structures, procedures, roles and competences for dealing with various kinds of threat¹.

2.1.1. Main competences of authorities

- Man-made disasters (threats relating to human activities): terrorism, organised and common crime, anti-social behaviour, demonstrations, protests, disturbances, accidents
 - Man-made disasters are mainly dealt with either by the Hellenic Police (Ministry of the Interior) or the Port Police/Hellenic Coast Guard (Ministry of the Mercantile Marine), depending on territorial competence, with the support of other emergency response services.
 - Arson and technological accidents fall under the competence of the Fire Brigade (Ministry of the Interior).

The Crisis Management Division of the Hellenic Police is responsible for staff planning, the organisation and checking of the Hellenic Police Critical Incidents Management System, the maintenance of operational response plans, and advisory support for the Critical Incidents Administration Structure during the management of such incidents. Moreover, this Division operates as an advisory tool of the Ministry of the Interior in the event of internal security crises at a national level.

- Non-man-made disasters (threats not related to human activities): physical and technological disasters, epidemics
 - physical and technological disasters are dealt with mainly by the Fire Brigade (Ministry of the Interior) with the support of other emergency response services;
 - epidemics are dealt with by the health sector i.e. the Ministry of Health and Social
 Solidarity with the support of other emergency response services.

The Plan was approved by Circular number 5310 / 10 / 1 from the Head of the Hellenic Police, dated 3 April 2007, with the code name "Incident and Crisis Command System", / Hellenic Police "Polydeukis".

When the extent and the intensity of disasters resulting from the abovementioned threats is large, the coordinating role is undertaken by the Civil Protection General Secretariat. In that case, the Civil Protection General Secretariat is supported by the Hellenic Police, the Fire Brigade, the Port Police, the Coast Guard, the National Defence General Staff, the Health Operations National Centre, local authorities, registered NGOs, voluntary search and rescue groups and various experts.

It must be pointed out that the Civil Protection General Secretariat is not an operational organ; it operates at staff level and through the Operations Centre coordinates the prefectural and municipal authorities. The Operations Centre of the Civil Protection General Secretariat constitutes the National Crisis Management Centre under a certain number of specific conditions, having at the same time the major responsibility for the resilience proceedings. Its main role is to coordinate recovery operations following major disasters and it is assisted by the main operational bodies, such as the Fire Brigade, the Port Police. These corps along with the Armed Forces provide resources (personnel, means and equipment) to the Civil Protection General Secretariat according to the needs.

The National Health Operations Centre has been established within the jurisdiction of the Ministry of Health and Social Solidarity to deal with epidemics. The most important elements of the conception and operation of the National Health Operations Centre comprise:

- the security of the premises enabling the centre to operate under any circumstances (e.g. air filters ensure operation in the event of CBRN attacks, the building is earthquake-proof);
- the communications network connecting the centre to internal operations centres and external health operations centres in the EU and worldwide;
- the centre's permanent media-watch capacity providing access to more than 2600 TV channels (50% of the information is derived from media sources);
- real-time statistics from the health sector, e.g. data on the utilisation of hospital beds, which
 are fed to the centre and updated every 6 hours, thereby enabling the centre to notice when
 something extraordinary has taken place;
- half of the centre's staff constantly on training courses and deployed to the sites of major incidents worldwide in order to gain experience.

2.1.2. Escalation of the response

The Hellenic police has prepared a crisis alert system for use in the event of criminal and terrorist acts. The escalation of the response relies on five response levels, which are classified according to quantitative and qualitative criteria.

These levels are:

- 1. Common incident (white)
- 2. Serious incident (yellow)
- 3. Very serious incident (orange)
- 4. Critical incident (red)
- 5. Crisis (red).

The alert level is decided by the person in charge of the incident. A particular region can independently go from a low threat level to red alert without the involvement of other actors. At national level it is the Chief of Police who has ultimate responsibility for finally approving the level of threat. When moving from one level to another, command is handed over to a different body and a special set of measures is laid down for each level. There is a constant re-evaluation process at each stage of the perceived threat or crisis and the threat level is changed according to the situation. At levels 4 and 5 specific contingency plans are automatically implemented (e.g. regarding target protection or border controls).

The planning of critical incident and crisis situation management concerns risks related to human activities and risks not related to human activities.

The crisis response, including the responsible body, is divided according to command levels: political/strategic (Minister of the Interior or Chief of Police), tactical (local scene commander) and operational (incident commander). In the event of a major threat, the strategic and operational levels are combined.

The crisis management/critical incident phases are classified as follows: recognition, alert, coordination, operational and recovery.

2.1.3. Civil Protection General Secretariat and its Operations Centre

Description

The basic mission of the Civil Protection General Secretariat and its Operations Centre is to support the action of the civil protection services in all phases (preparation, mobilisation and coordination)

The Operations Centre of the Civil Protection General Secretariat is an inter-agency operational centre (officers from Civil Protection, the Hellenic Police, the Hellenic Coast Guard, the Fire Brigade, the Hellenic National Defence General Staff). It is available on a 24-hour basis and it keeps a database listing equipment and means used in civil protection. The Centre is interconnected with the Civil Protection Forces all over the country. It is responsible for communication with the EU Monitoring and information Centre (MIC) and possesses on-site expert groups. There is provision for interconnection with on-site mobile Operations Centres.

The legal framework

The Civil Protection General Secretariat comes under the Ministry of the Interior. It was established under Law 2344/1995 on the Organisation of Civil Protection. That law defined for the first time the purpose and the main objectives of civil protection as well as the planning and implementation bodies for civil protection at central, regional and local level.

Other relevant legal acts are Law 3013/2002¹ on the Strengthening of Civil Protection and Other Arrangements and Law 3536/2007² on Special Regulations on Migration Policy Issues and Other Matters within the competence of the Ministry of the Interior.

On the basis of the abovementioned legislation the purpose of civil protection and its objectives, definitions and resources were redefined. In addition, the civil protection planning and implementing bodies and their competences at central and decentralised level were redefined.

Official Gazette of the Hellenic Government, Issue A, 102/1 - 5 - 2002

Official Gazette of the Hellenic Government Issue A, 42/23 – 2- 2007

Presidential Decree 151/2004¹ concerning the Civil Protection General Secretariat Organisation determined the mission and structure of the Civil Protection General Secretariat.

- The Crisis Management Division was established by Presidential Decree 96/2-12-05
 which defines the competences and the framework of its activities.
- The cross-ministerial plan for combating the consequences of a CBNR attack, which
 concerns terrorist attacks and acts involving the release of chemical, biological and
 radiological agents, is being set up.
- Moreover, a cross-ministerial group has been established within the Civil Protection General Secretariat, which comes directly under the Civil Protection Secretary-General and constitutes a Staff Advisor Body that supports the competent forces and civil protection bodies at regular, operational and strategic level by providing specialist know-how and scientific information about CBNR threats and incident management. The Hellenic Police is responsible for the assessing the implementation of the specific plan for terrorist CBNR threats.

2.1.4. The political and administrative structure responsible for the National Crisis Centre of the Police

In the framework of the Hellenic Police plan code-named Crisis Management and Incident Response System, / Hellenic Police "Polydeukis"², the following bodies and levels of incident and crisis command have been provided for:

- Command, Coordination and Control Bodies:
 - Minister for the Interior
 - Deputy Minister for the Interior
 - Secretary-General for Public Order

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Official Gazette of the Hellenic Government Issue A, 107/3 – 6 - 2004

Despite the fact that the "Polydeukis" system is not specifically a counter-terrorist tool, it is also applicable in the event of a terrorist attack.

- Staff Planning and Crisis Management Council
- Chief of the Hellenic Police
- Deputy Chief of the Hellenic Police
- Head of the Hellenic Police Headquarters Staff
- General Inspector for Northern or Southern Greece
- Incident Commander
- Scene Commander

Command levels:

- Political/ Strategic Level
 - (1) Minister for the Interior
 - (2) Deputy Minister for the Interior
 - (3) Secretary-General for Public Order
 - (4) Crisis Management Council

Operational Level

Command is the responsibility of the Incident Commander, who has local competence, or a police officer specially appointed by decision of the Chief of the Hellenic Police.

Tactical Level

Command is the responsibility of the authorised or appointed Scene Commander who has local competence or of the first competent officer of the Hellenic Police or the first response officers, independently of their rank, who get involved in the situation on their own initiative or following a specific order.

2.1.5. The back-up structures

Depending on the needs, there are several back-up structures to choose from.

2.1.6. The staff

As a rule, the staff of the three main security and civil protection bodies, which are responsible for the management, is permanent. Staff selection is based on professional training and studies/education.

2.1.7. How the NCC is chaired

- The competent Minister for the abovementioned security bodies, the Minister for the Interior, is the highest political person who can chair the NCC.
- The Chief of the Hellenic Police is the Chairman of the Staff Planning and Crisis Management Council.
- The possible rotation of chairmen of NCC depends on the nature of the incident and on the body which takes over the crisis management and the return to a normal situation. In the event of terrorist actions, the relevant competence belongs to the Chief of Hellenic Police.

2.1.8. Intelligence management

The Joint Intelligence Group comprising representatives of various police divisions is convened regularly at Police Headquarters for an exchange of information on terrorist-related issues. The Group works under the coordination of the Counter-Terrorism Unit of the Hellenic Police and its structure may change depending on the issues being tackled. The information assessed by the Group is forwarded to the operational level if necessary.

During a crisis situation there are joint intelligence units linked to various command levels which are responsible for drawing up situation reports. Furthermore, the emergency procedure provides for liaison officers to work all across the country on a 24-hour basis with all the relevant authority to gather information about an incident.

2.2. National arrangements in the event of a terrorist attack

- The competent entity for national arrangements in the event of a terrorist attack is the Violent Crimes Division (counter-terrorist agency of the Hellenic Police), which has responsibility for preventing and dealing with terrorist incidents.
- The Hellenic Police's operational plans are being constantly updated. They define the roles of all command levels and constitute guidelines for the 14 regional police directorates. National arrangements have similar planning at regional level. The Greek Coast Guard, which has a specific maritime counter-terrorism responsibility, has plans to deal with threats against Israeli and Arab shipping in the Mediterranean.
- The competent entities for the creation and drafting of the national arrangements are the Ministry of the Interior and the services under its command (Civil Protection General Secretariat, Hellenic Police Headquarters, Hellenic National Intelligence Service, the Fire Brigade), the Ministry of the Mercantile Marine (Hellenic Coast Guard), the Ministry of Defence (Hellenic National Defence General Staff). Depending on the nature and extent of the incident, it is possible that other competent entities will be activated, such as the Ministry of Foreign Affairs, the Ministry of the Environment, Regional Planning and Public Works, the Ministry of Health and the Ministry of Development.
- The Greek legal framework for civil protection specifies that the management of disasters is carried out according to "Xenokratis", a general plan consisting of various threat-specific plans. In addition, a management plan in the event of massive loss of civilian life has been established as well as a special plan for CBRN threats and a special procedure for air threats. A special response plan for the management of large-scale technological accidents is currently being drawn up.
- The management of critical incidents involves the cooperation of many entities. The operational plan is supported from the early stages of the incident by the cooperating entities using their staff's expertise.

The code names of the crisis management operational plans are: "POLYDEUKIS", "XENOCRATES", "IKARUS", "RENAGATE", "LABIS", "C.B.N.R" and "PERSEUS". Furthermore, there are special lower-level response plans for various bodies.

- "POLYDEUKIS", the "Incident and Crisis Command System" plan originally drawn up for the Olympic Games, is a live document because problems are never static and technologies change. Thus, it is constantly being updated. The new version makes use of the know-how in the field of crisis management acquired by Greece prior to and during the 2004 Olympic Games.
- Drafting the operational plan to combat CBRN threats, "THESEUS", and coordinating the
 activities during implementation of this plan falls within the competence of the Civil
 Protection General Secretariat.

Of necessity, all plans include an update clause. In particular, the Incident and Crisis Command System of the Hellenic Police is subject to constant updating, which is carried out at regular intervals (at least once every three years) or as the need arises, e.g.:

- on the instructions of the High Commander
- on the recommendation of the General Police Director
- Where malfunctioning of a section of the plan is apparent after evaluation of real incidents or exercises
- Upon procurement of new technology or operational equipment

The Plan Incident and Crisis Command System provides for a probation period through a procedure of exercises with a view to improvement and updating as well as the training of the members involved in implementation.

The Ministry of Foreign Affairs has a special crisis management unit dealing with the
international dimension of terrorism. (For instance, a bus driver in the 2005 London bombings
was a Greek national). The unit acts together with liaison officers detached to the Crisis
Management Secretariat.

• Should parallel incidents occur which fall under the jurisdiction of different services or branches of Government, a public prosecutor decides which service is to be designated as the lead agency. In the event of terrorism, it would be the national Counter-Terrorism Coordinator, who is a public prosecutor.

2.3. Competences of the national crisis centre for potential cross-border targets for terrorist attacks

There is no relevant list of cross-border targets. However, a special border management plan is being drawn up and is intended to contain a list of such targets.

There is no common structure with neighbouring countries to identify and evaluate the risk for potential cross-border targets but a relevant initiative exists and is currently being further developed by a group of experts.

The State Security Division / Security and Order Branch / Police Headquarters, is the main body responsible for incident management relating to cross-border targets. As far as the International Police Cooperation Division / Security and Order Branch / Police Headquarters concerned, it is the responsible Service (within the Police Headquarters) to provide the necessary communication channels with the relevant Agencies abroad. However, activation to deal with a particular cross-border crisis has not yet been requested.

In such cases, the International Police Cooperation Division¹ also constitutes the communication channel for exchanging information with foreign diplomatic authorities and organisations, in cooperation with the competent departments of the Ministry of Foreign Affairs.

The Ministry of Foreign Affairs has created a Special Crisis Management Unit to deal with national or international crisis situations in connection with embassies, diplomatic missions and all other interested parties.

The International Police Cooperation Division is in charge of EUROPOL, INTERPOL, EUROJUST, FRONTEX, SIRENE, SECI and other similar initiatives and cooperation, as well as the Greek and Foreign Liaison Officers accredited in Greece.

2.4.	Rules of internal	communication	in the event of	f a terrorist attack
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3. TRAINING/EXERCISES FOR TESTING THE NATIONAL CRISIS CENTRE AND COMMUNICATION SYSTEMS IN THE EVENT OF A TERRORIST ATTACK

- 3.1. Training/exercises for testing the National Crisis Centre and communication systems in the event of a terrorist attack
- There is a Programme of Training and Readiness Exercises at central (Police Academy) and regional level with the participation of all the local security authorities, the civil protection bodies and the vital infrastructures in these areas. This programme aims to improve the action against dangers managed by the Hellenic Police.
 - Moreover, in the framework of the "Theseus" plan to combat CBRN threats, a training programme for police staff was established and put into practice in 2007.
- Training and exercises relating to a terrorist attack are carried out on the basis of needs and in accordance with the order from the competent agency, but not according to a pre-established time frame.
 - The objective of training exercises is to improve participants' response rate and the procedures in place. For instance the critical incidents/crisis management system "Polydeukis" has been tested in 17 exercises, so far.

The scene planning for local, regional and national exercises relating to crisis situations is within the competence of the Crisis Management Division of the Hellenic Police, in cooperation with the competent bodies or agencies.

- The most recent exercises took place in June 2007 (a two-day regional exercise concerning issues of critical incident management) and August 2007 (a one-day national exercise focusing on negotiation matters and the relevant procedures).
- No exercises have being carried out with neighbouring countries concerning cross-border terrorist attacks.

3.2. Training/exercises for testing the efficiency of the communication systems

- There have been no exercises to test the efficiency of the communications systems. The
 Greek authorities think that such a need has not been ascertained, since communication is
 carried out through modern technological systems, the development of which is being
 constantly supervised and for which there are specialised staff in place ensuring the control
 and efficiency of the systems.
- No exercises have being carried out to test the efficiency of the communication systems with neighbouring countries.

4. SOFT TARGETS

The National Centre for Health Operations (E.K.E.P.Y.) specialises in the biological part of the CBRN threats.

This centre is self-sufficient (food, water), self-contained and sealed off from possible contamination. Once again, the Olympic Games provided the impetus for raising its readiness to react. China's interest in Greece's preparations is truly remarkable. A book prepared by the Greek authorities on their experience concerning ensuring public health and safety at mass events, which was published by the WHO (World Health Organisation), was translated into Chinese and four million copies were printed.

The Centre certainly seems to be one of the best organised institutions of its kind in Europe and sufficient budgetary resources are allocated to it by the Greek government. The institution coordinates all activities in the event of CBRN threats, and is actually a model for organising the relationship between law enforcement and health authorities.

4.1. Prevention of terrorist attacks on soft targets

- In Greece there is no unified list of "soft targets". However, targets are classified according to what they represent for the public, social and economic life of the country and in this category public places, shopping centres, gathering places for the public, tourist resorts, sports complexes, hotels, bank branches, multinational companies and other heavily frequented places which can constitute terrorist targets are included. Each local authority is in charge of determining such targets on its territory.
- The structure responsible for risk assessment of soft targets is, at central level, the State
 Security Division of the Hellenic Police, while at regional level the local operational services
 of the competent divisions assume this task.
- The State Security Division of the Hellenic Police is a central agency with competence to coordinate between the competent operational services of the Hellenic Police. The competences of the State Security Division, which are provided for under Presidential Decree 14/2001, comprise providing guidance to these services, determining priorities for awareness-raising campaigns, managing and distributing informative materials as well as cooperating in this field with the National Intelligence Service.

As the central staff agency, it issues counter-terrorist instructions for cooperation at national level concerning the prevention of terrorism, which are implemented by all the regional agencies of the Hellenic Police.

4.2. Management in the event of terrorist attacks on soft targets

- Articles 70, 78 and 79 of the Presidential Decree provide the framework for target protection and the competences of the Hellenic Police with respect to the security facilities.
 The decision concerning the active protection of vulnerable targets and the determination of the type of protection lie with the Chief of the Hellenic Police, either on the initiative of the Hellenic Police or following a request by those concerned. The distribution of essential resources is also defined by the same decision of the Chief of the Hellenic Police.
 A similar procedure is implemented to protect vulnerable targets within the framework of the Hellenic Coast Guard's competences.
- In the event of a terrorist attack against a "soft target" the Special Violent Crime Division takes over response management at operational and investigative level. All the relevant bodies must provide support depending on the circumstances and on their competences.
- The Greek authorities consider that a good level of threat assessment is the best way to protect "soft targets". From their point of view, it has been proved in practice that the protection of soft targets should depend on the quality of the data.

5. GOOD PRACTICES

Maintenance of the radio network which is provided by the Technical Division of the
Hellenic Police Headquarters which is responsible for the testing and supervision of all voice
communication networks. The Information Technology Division / Hellenic Police
Headquarters is responsible for the testing and supervision of all data communication
networks.

The Greek police forces are autonomous as regards means of transmission. They do not have any need for external technical or human resources in this field.

- The well-prepared Crisis Management and Incident Response System "Polydeukis" and the various levels of threat. This is a live document which is constantly being updated. It makes use of the know-how in the field of crisis management acquired by Greece prior to and during the 2004 Olympic Games.
- Good approach to the best way to protect "soft targets". The Greek authorities consider that the main way to protect "soft targets" is reliable threat assessment.
- The structure and work of the National Centre for Health Operations. This centre is an efficient example of coordination of the provision of medical aid during a crisis. The very establishment of such an overall stand-by coordination centre in the health sector may be considered as best practice.
- **Regular counter-terrorism exercises.** The continuous importance attached to and the financial resources devoted to the testing of the police crisis management system may be considered as best practice. All relevant services and offices participate in the exercises. For the exercises the budget does not seem to be a problem.
- Interesting system of incident evaluation. Greece has a system of evaluating every incident that takes place. The performance of all levels of command is evaluated. Particular importance is attached to trying to identify cumulative mistakes. The material collected and evaluated is subsequently used for training purposes i.e. a practical "lessons learned" approach.

6. RECOMMENDATIONS

7. ANNEX

7.1. Presentations were made by the following institutions

- Hellenic Police Headquarters
- Joint Centre for Public Order and Security Operations (E.K.E.T.A.) of the Hellenic Police Headquarters
- General Police Directorate of Attica
- Fire Department's Operations Coordinating Centre (S.E.K.Y.P.S.)
- National Centre for Health Operations (E.K.E.P.Y.)
- Joint Search and Rescue Coordination Centre (E.K.S.E.D.) at the Ministry of Merchant Marine.

7.2. Speakers

At the Joint Security and Order Operations Centre at the Hellenic Police Headquarters/Ministry of the Interior:

NOT DECLASSIFIED

At the S.E.K.Y.P.S. (Fire Department's Operations Coordinating Centre):

NOT DECLASSIFIED

At the National Centre for Health Operations (E.K.E.P.Y.):

At the Joint Search and Rescue Coordination Centre (E.K.S.E.D.) at the Ministry of the Mercantile Marine, the Aegean and Island Policy:

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7.3. Expert team

Council General Secretariat

NOT DECLASSIFIED

Police and Customs Cooperation Unit - DG Justice and Home Affairs

European Commission

NOT DECLASSIFIED

DG JLS - Directorate D - Unit D1

Europol

NOT DECLASSIFIED

Serious Crime Department - Counter-Terrorism

Hungary

NOT DECLASSIFIED

Ministry of Justice and Law Enforcement

Sweden

NOT DECLASSIFIED

Foreign and Security Policy Advisor, Swedish Security Service.