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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 1 EXT 1 (12.02.2013)**

**ENFOPOL 38
PROCIV 15**

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 **Latvia** (28-30 May 2008) in the framework of the above-mentioned round of peer evaluation.

Evaluation of Latvia, 28-30 May 2008

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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 Latvia from 28 to 30 June 2008.
- The existing structures to deal with preparedness and consequence management in case of a terrorist attack in Latvia are still relatively new and have not yet been put to the test by a terrorist attack or other large-scale disasters.
- Given the presence of Latvian experts/soldiers in Iraq and Afghanistan, the Latvian authorities are concerned about the terrorist threat.
- The issue of radicalisation has been taken seriously, although it has not reached the same dimensions as in some Western European countries.
- Countermeasures that have been adopted include monitoring and intelligence, open dialogue, internet monitoring (check-the-web initiative), immigration and visa control, international cooperation and databases.

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- 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. Foundation of Counterterrorism Centre

In 2004 report on terrorism threat analysis was presented to the Cabinet of Ministers. Two major problems characterizing combating of terrorism in Latvia were recognized in the report:

- there is no specific institution responsible for coordination of counterterrorism activities of state and municipal institutions;
- there is no institution responsible for performing permanent terrorism threat monitoring.

Proposed solution was to extend competence of the Latvian security service - Security Police (DP) in the field of counterterrorism and to establish special department (Counterterrorism Centre - CTC) within the DP responsible for coordination of the state and municipal institutions, as well as other legal entities in the field of counterterrorism and analysis of implementation of the state counterterrorism policy.

In 2005 the CTC was established.¹ The main functions of the CTC are:

- Terrorism threat monitoring (all source information analysis, assessment and prognosis).
- Developing of the national level terrorism prevention plans.
- Developing of the national level terrorism response plans.
- Provision of protective security advices for the terrorism risk objects.
- Conducting of counterterrorism trainings and exercises.
- Conducting of counterterrorism operations in case of terrorist attack.

2.2. Main elements of terrorism prevention

Terrorism prevention in Latvia is characterized by two strategic preventive counterterrorism elements: (1) the National Terrorism Threat Alert System; (2) the National Counterterrorism Plan.

In any kind of terrorist attack the National Terrorism Threat Alert System would be activated and specific counter-measures related to the kind and relevance of the particular threat would be implemented. The decision to determine the particular level of national terrorism threat alert is made by the Minister of Interior, based on recommendation of the Head of the DP. The national terrorism threat alert levels are:

- Low (blue) – there is information that a probability of terrorist attack has a general character;
- Medium (yellow) – there is some intelligence that a probability of terrorist attack is increasing;
- High (orange) – there is confirmed intelligence that a terrorist attack may happen in particular critical infrastructure sector or state region;
- Extreme high (red) – terrorist attack is imminent or has occurred.

The threat levels can refer to the national territory or a region of the country, a particular economical sector or a specific object. Currently the threat level is considered “low”.

¹ Decree of the Cabinet of Ministers No 927 of November 26, 2004 “Conception on establishment of the Counterterrorism Centre”.

In 2006 CTC started to develop the National Counterterrorism Plan (NCTP). The NCTP was adopted by the Cabinet of Ministers on April 15, 2008. The main objective of the NCTP is to define preventive counterterrorism measures that shall be implemented by state institutions and other subjects of the counterterrorism system according to four levels of national terrorism threat alert. The NCTP is classified (classification level – SECRET). The main principle of the NCTP means that the scope of counterterrorism measures and their intensity increases proportionally to the possible terrorism threat and declared level of national terrorism threat alert. The NCTP consists of 14 chapters that correspond to each area of counterterrorism measures. The NCTP includes more than 500 preventive measures to prevent all possible terrorist threats in Latvia. CTC is responsible for implementation of the NCTP.

2.3. Terrorism response plans

CTC has developed two terrorism response plans. A response plan “Plane” defines counterterrorism measures in case of attack against civil aviation. The plan “Plane” was approved by the decree of the Cabinet of Ministers on September 12, 2008. A response plan “Ship” defines counterterrorism measures in case of attack against ships that are sailing under the jurisdiction of Latvia or port facilities. The plan “Ship” was approved by the decree of the Cabinet of Ministers on August 6, 2008. The third response plan „Object” is in the process. The CTC has also finished the work on response mechanism in the case of CBRN attack. A special Instruction (Response plan) was approved by the Cabinet of Ministers on August 5, 2008.

2.4. National arrangements in the event of a terrorist attack

In the event of a terrorist attack, the Operational Command Centre (OCC) will be activated within the CTC. The Head of the CTC will be the manager of the OCC. Depending on the incident, other state institutions, for example: counterterrorism unit “Omega”, the State Fire-fighting and Rescue Service, the Centre of Emergency and Disaster Medicine, the National Armed Forces and relevant Civil Aviation and Port security institutions could be involved in the OCC.

Another important element in the Latvian arrangements in the event of a terrorist attack is the State Fire-fighting and Rescue Service. The consequence management of a terrorist incident depends on the kind of attack that has occurred and is usually managed by institutions which represent the Civil Defence System, i.e.: the State Fire-fighting and Rescue Service or Health Services; etc. while the DP is responsible for investigating and collecting criminal evidence.

The State Fire-fighting and Rescue Service maintains a siren alarm system which can be used to alert the population in crisis situations. The other means used to alert the population is radio.

One of the major challenges for the service in the past has been serious forest fires. The State Fire-fighting and Rescue Service also manage response to CBRN threats and have technology for detecting dangerous chemicals.

The State Fire-fighting and Rescue Service participates in the EU Civil protection mechanism and has been involved in joint exercises with Sweden, Lithuania and Estonia.

The Centre of Emergency and Disaster Medicine coordinates with all the institutions previously mentioned. Its main tasks in the event of a terrorist attack or any other emergency that results in more than 5 potential victims are:

- to organise and coordinate rescue operations;
- to activate the emergency plans for hospitals;
- to organize the use of ambulances and if necessary helicopters that belong to the army. The Centre of Emergency and Disaster Medicine also runs a special reporting system on suspicious illnesses but is not responsible for disease prevention/vaccination in case of bacteriological attacks (role of the Health Authority).

The ambulance system is undergoing reform because the current municipal structure has not proved to be efficient and practical.

The 112 emergency number is fully operational and is used for all emergencies. The central dispatch of the national emergency number is located in the headquarters of the State Fire-fighting and Rescue Service. However, the Centre of Emergency and Disaster Medicine intends to develop a separate number specifically for medical emergencies. This project is still being studied because it entails significant costs.

2.5. Crisis Management Council

A second structure in place in Latvia is the Crisis Management Council (CMC). CMC could be characterized to some extent as a National Crisis Centre. The existence of the CMC is regulated by the Regulations of the Cabinet of Ministers No.358 of May 2, 2006. The main functions of CMC are defined in the National Security Law. Chapter 23³ of the National Security Law states that CMC coordinates response measures and civil-military co-operation in case of endangerment to the state. Terrorism threats as one of the endangerment to the national security of Latvia are defined in the National Security Concept.

From one hand, the CMC is a political body, because the Prime Minister is a chairman of the CMC and it consists of seven ministers. From the other hand, CMC has rights to invite different authorities and experts from state institutions or from private sector to participate in the CMC meetings and to form separate expert groups under the CMC.

CMC is formed by:

- Prime minister – the chairman of the CMC;
- Minister of Defence – vice chairman of the CMC;
- Minister of Foreign Affairs – vice chairman of the CMC;
- Minister of Economy;
- Minister of Finance;
- Minister of Internal Affairs – vice chairman of the CMC;
- Minister of Justice;
- Minister of Health.

CMC usually is chaired by the Prime Minister or by one of the vice chairman.

The situation room used by the CMC is located in the State Fire-fighting and Rescue Service facilities, however, CMC could use military or other civil facilities, in case the original place of meetings of the CMC is damaged or destroyed. Meetings of CMC are convoked twice a year, but usually it operates only in case of crisis situations.

CMC Secretariat is composed of staff of the Ministry of the Interior Security Policy Department which is, however, not permanently assigned to the secretariat. The CMC has been mobilised 14 times since 1 January 2005¹. No terrorism-based mobilisation has taken place so far.

2.6. International cooperation

With regarding to cooperation with neighbouring countries, Latvia cooperates with its neighbours and has bilateral roof agreements on mutual assistance in place.

There are agreements with the border countries (except for Russia, with which an agreement is still being negotiated). Cross-border cooperation is established at operational level.

Joint exercises have been conducted in the NATO-framework. Latvia is in particular participating in the newly established NATO Cooperative Cyber Defence Centre of Excellence in Estonia.

The CTC also cooperates with similar counterterrorism centres in the EU countries and in the framework of security and intelligence services.

3. TRAINING/EXERCISES FOR TESTING THE NATIONAL CRISIS CENTRE AND COMMUNICATION SYSTEMS IN CASE OF A TERRORIST ATTACK

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Twice a year CTC conducts a national-level counterterrorism exercises. The main goal of national-level counterterrorism exercises is to test capabilities of responsible institutions, response plans and standard operational procedures.

¹ The 14 CMC mobilisations were due to natural causes, mainly fires and floods or the exercises conducted at national level.

A national-level counterterrorism exercise “SeaJack” was conducted in May 2007. A hostage crisis on the vessel in the open sea was included in the scenario of the exercise. A national-level counterterrorism exercise “Plane” was conducted in October 2007. A hostage crisis on the plane was included in the scenario of the exercise. All activities during the exercise were similar to the real situation. A real plane with hostages was in use on the ground and according to the response plan “Plane”, ad-hoc Operational Command Center was activated in the airport. A national-level counterterrorism exercise “RiverJack” was conducted in September 2008. All activities during the exercise were based on the scenario that two terrorist groups are planning to organize attacks in Riga: one group captured passengers on the ferry on its way to Latvia and docked the captured ferry in Riga Seaport. The other group prepared a terrorist attack in the chemical terminal in Riga Seaport.

4. SOFT TARGETS

In co-operation with public institutions and private enterprises, 87 objects have been identified at present as possible critical infrastructure and 55 objects as possible soft targets. The criteria for drawing up the list are defined by the CTC, but are not part of any legal document or act.

In any kind of terrorist attack, the National Terrorism Threat Alert System will be activated and specific counter-measures, related to the kind and relevance of the particular soft target will be implemented.

The responsibility for managing the situation will be spread among different institutions following the normal procedures in place. The DP will lead the investigation process. The CTC will coordinate all counterterrorism institutions, the State Fire-fighting and Rescue Service together with the Centre of Emergency and Disaster Medicine and the owner of the soft target will be responsible for consequence management.

CTC is working on the development of cooperation with the private sector on this topic.

5. GOOD PRACTICES

- **Clear definition of roles among institutions**

A clear division of tasks between the existing structures dealing with terrorism is one of the biggest advantages of the Latvian system. This clear division, reinforced by the NCTP, allows better, more efficient prevention and the consequence management of terrorist attacks.

- **National Counterterrorism Plan (NCTP)**

The NCTP defines preventive counterterrorism measures that should be implemented by the State institutions and other organizations.

The national plan also defines the role of each of the institutions involved in the fight against terrorism and provides essential guidelines which will be essential in the event of a terrorist attack.

The NCTP has to be overviewed once in two years.

- **Counterterrorism Centre (CTC)**

The existence of a permanent CTC that can activate an Operational Command Centre in the vicinity of an emergency is crucial. The CTC is also responsible for preparing, updating and implementing the NCTP as well as the developing response plans for specific situations.

- **The Security Police as an Intelligence and Law Enforcement Service**

DP continues to be the main institution for the prevention of terrorism in Latvia. The combination in the same body of police legal capabilities as well as Intelligence services skills, allows efficient preventive work as well as more realistic threat assessments.

6. RECOMMENDATIONS

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7. ANNEX

7.1. Presentations were made by the following institutions

- Security Police (DP)
- Counterterrorism Centre (CTC)
- Crisis and Mobilization department of Ministry of Interior
- State Fire fighting and Rescue Service (VUGD)
- Centre of Emergency and Disaster Medicine (KMC)

7.2. Speakers

NOT DECLASSIFIED

NOT DECLASSIFIED - Security Police, Counterterrorism Centre

NOT DECLASSIFIED - Security Police, Counterterrorism Centre

NOT DECLASSIFIED - Security Police International Relations Unit

NOT DECLASSIFIED - Security Police International Relations Unit

NOT DECLASSIFIED - Security Police International Relations Unit

NOT DECLASSIFIED - Head of Crisis and Mobilization department of Ministry of Interior

NOT DECLASSIFIED - the State Fire fighting and Rescue Service (VUGD)

NOT DECLASSIFIED - Advisor of Head of the Centre of Emergency and Disaster Medicine (KMC)

NOT DECLASSIFIED - Centre of Emergency and Disaster Medicine (KMC)

NOT DECLASSIFIED - Centre of Emergency and Disaster Medicine (KMC)

7.3. Expert Team

Council General Secretariat

NOT DECLASSIFIED

NOT DECLASSIFIED

Police and Customs Cooperation Unit - DG Justice and Home Affairs

Commission

NOT DECLASSIFIED

Directorate General, Justice, Freedom and Security

Netherlands

NOT DECLASSIFIED

Coordination and Crisis Management Department of the Office of the National Coordinator for Counter Terrorism (NCTb)

Romania

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State security Department