

# Herald of the National Antiterrorism Committee



- Federal Law no. 35-FZ of March 6, 2006 On counteraction to terrorism
- Measures to counterterrorism in the Russian Federation and elsewhere
- Issues of international cooperation in the counteraction to terrorism. Foreign experience in the counteraction to terrorism





## **DEAR READERS,**

We present to you the newly-published Herald of the National Antiterrorism Committee. This edition serves the purpose of dissemination of objective information on the prevention of and struggle against terrorism in the Russian Federation, minimization and elimination of the consequences of terrorist attacks.

Its contents refer to the unique experience of forming the all-national system of counterterrorism, the knowledge that has been generated and preserved since March 2006 when the National Antiterrorism Committee was founded, the results of participation of governmental authorities of federal and regional level, military, security and law-enforcement agencies, various non-governmental organizations and public associations in antiterrorist activities, and the results of research works and analytical studies.

A special section of this journal presents data reflecting the attempts made by international terrorist organizations to penetrate into specific regions of the Russian Federation, facilitating causes and preconditions of the spread of terrorism and extremism.

Considerable attention will be paid to the implementation of the Concept of Counterterrorism in the Russian Federation, approved by the Russian Federation President on 5 October 2009, that provides new possibilities to reveal, prevent and suppress terrorist activities.

I am certain that the discussion of topical issues of antiterrorism activities in the NAC Herald will serve further consolidation of counterterrorist efforts of the government and the society.

Respectfully yours,

Director, Russia's FSB  
Chairman of the National Antiterrorism Committee.



A. BORTNIKOV



# Herald of the National Antiterrorism Committee



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## CONTENTS

- 1 Introductory Word by A.V. Bortnikov,  
Director, Russia's FSB  
Chairman of the National Antiterrorism  
Committee
- 7 Welcoming Remarks by N.P. Patrushev,  
Secretary of the Russian Federation  
Security Council
- 9 Welcoming Remarks by R.G. Nurgaliev,  
Russian Federation Minister of  
the Interior

### Official Section

- 10 On the Concept of CounterTerrorism in  
the Russian Federation
- 11 The concept of counterterrorism in  
the Russian Federation on 5 October 2009
- 24 Federal Law NO. 35-FZ of March 6, 2006  
«On counteraction to terrorism»
- 38 Decree of the President of the Russian  
Federation (dated February 15,  
2006, № 116)  
«On counterterrorism measures»
- 42 The National Antiterrorism Committee  
Constitution dated from August 2, 2006
- 44 Staff of the National Antiterrorism  
Committee, by posts



- 45 Staff of antiterrorist Commissions in subjects of the Russian Federation, by posts
  - 45 Staff of the Federal Operational Headquarters, by posts
  - 46 Staff of Operational Headquarters in a subject of the Russian Federation, by posts
  - 47 Staff composition of the National Antiterrorism Committee
  - 51 National Antiterrorism Committee Central Office
  - 52 Presidential Decree «On the establishment of the National Antiterrorist Committee emblem» dated April 08, 2006, № 838
  - 53 Statute on the Herald of the National Antiterrorism Committee
  - 55 Scheme of counterterrorist activities coordination in the Russian Federation
- Counterterrorism in the Russian Federation**
- 56 V.G. Kulishov National Antiterrorist Committee: Main Achievements
  - 64 Consolidated Federal List of terrorist organizations, proscribed by law based on the ruling by the Russian Federation Supreme Court
  - 65 List of public and religious associations and other non-profit organizations that have been either disbanded or legally proscribed by court order, based on the Federal Law «On the Counteraction to Extremist Activity»
  - 65 List of public and religious associations, legally proscribed in connection with their extremist activities
- Issues of international cooperation in the counteraction to terrorism. Foreign experience in the counteraction to terrorism**
- 66 E.P. Ilyin Certain aspects of the formation of united counterterrorism sphere
  - 76 E.E. Maltseva, A.A. Bochagov On the VIII Meeting of heads of security services, special agencies and law enforcement organizations



- 80 The Anti-Terrorism Center of the CIS member-countries. “Lashkare-Taiba” terrorist organization



## Theoretical Section

- 86 A.D. Alkhanov, T.A. Polyakova, A.A. Gora Issues of the systematization of legislation in the sphere of counterterrorism in the Russian Federation

## Chronology of counterterrorist activities and related events in the Russian Federation and elsewhere

- 92 Key counterterrorist events held in the Russian Federation and other countries in 2009

## Reference and information

- 102 Media sources in the sphere of informational counteraction to terrorism
- 106 List of theoretical theses, research works and printed materials on counterterrorism available in 2008—2009

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## TO THE EDITORIAL BOARD AND READERS OF THE HERALD OF THE NATIONAL ANTITERRORISM COMMITTEE

The first issue of the Herald of the National Antiterrorism Committee, meant for a wide audience, has come out.

According to the Federal Law “On Countering Terrorism” and the Russian Federation President’s Decree “On the Measures to Countert Terrorism”, in 2006 the National Antiterrorism Committee was created and a principally new system of governmental response to terrorism was established. The Committee carries out its activities together with the federal executive authorities, antiterrorism commissions and operational coordination centers in the Russian Federation constituent territories, as well as non-governmental organizations and public associations.

Vigorous and purposeful actions of the above-referenced entities have resulted in better efficiency of counterterrorist response. Positive experience has also been developed in terms of organizing interdepartmental cooperation among federal executive authorities and their regional and local units.

The NAC Herald has been created with a view to consolidating the efforts of not only governmental authorities, but also of civil society representatives, and members of the academic community in the sphere of counterterrorism, thus contributing to the consolidation of the national security of Russia.

I believe that in the future the NAC Herald will make an intellectual platform for the professional discussion of the most urgent matters related to counterterrorist activity and will help to encourage wide social groups’ participation in this important process.

I wish fruitful work to the editorial board of the NAC Herald, proactive citizen’s stand, and every success to its readers.

Secretary of the Russian Federation Security Council

N. PATRUSHEV

A handwritten signature in black ink, appearing to be 'N. Patrushev', written over a faint, stylized graphic element that resembles a triangle or a large letter 'P'.







## DEAR READERS,

The publication of the Herald of the National Antiterrorism Committee is undoubtedly a useful initiative and a good indicator.

People in every country want the same, namely, to live a decent life and bring up their children without fear for their future. The protection of an individual, the constitutional system, law and public order forms the basis for the activity of the law-enforcement authorities.

Nowadays international terrorism takes even more threatening forms, causing great losses of human lives and the destruction of material and spiritual values. The expanding of terrorist geography makes the relations between different social groups and nations more complicated.

The National Antiterrorism Committee is a coordination authority designed to improve the efficiency of the governmental administration in the sphere of counterterrorism. Its creation has established an effective cooperation between law-enforcement authorities and special services dealing primarily with the prevention of terrorist acts and neutralizing those involved in its preparation.

As the experience shows, efficient and well-coordinated efforts of all law-enforcement authorities including the Ministry of Interior and its military component - the Interior Troops, could be of great practical use in detecting and preventing extremist and terrorist operations.

It is well-known that one of the ways to improve counterterrorism activities is to provide the corresponding authorities with up-to-date information and methodological documents including dedicated periodicals.

The NAC Herald has been created in order to provide a speaker's stand to those with vast experience in the field and certain kind of a forum for fruitful discussions.

I am confident, that the NAC Herald will perform its functions in a decent way, being a reliable source of help to us in our work.

I wish you every success in this important initiative.

Russian Federation Minister of the Interior



R. NURGALIYEV

# O

## FFICIAL SECTION



### **ON THE CONCEPT OF COUNTERTERRORISM IN THE RUSSIAN FEDERATION**

On 5 October 2009 the Russian Federation President approved the Counterterrorism Concept of the Russian Federation in an effort to promote the Russian Federation governmental policy of counterterrorism.

The Concept furthers the provisions of the Russian Federation National Security Strategy to be implemented up to 2020, approved by the President's Decree of 12 May 2009, along with the Concept of the Russian Federation Foreign Policy, Military Doctrine and other legislative acts. It is a major component within the system of

fundamental legal doctrines of the Russian state which determine the overarching principles of executive governmental authorities engagement in the protection of Russia's sovereignty, independence, security and integrity.

The Concept summarizes and lays down scientifically proven approaches to terrorism recognizance as the ultimate form of extremism and one of the principal threats to the security of individual citizens, the society and the state. It also stipulates the basic principles of the governmental counterterrorist policy, and the goals, objectives

and areas of further improving the all-national system of counterterrorism in the Russian Federation.

The approval of the Concept was a milestone event in the ongoing work of the National Antiterrorism Committee aimed at improving the legal framework with the view of optimizing the coordination and interaction of subjects of counterterrorism and enhancing the relevant potential of the structures of civil society. The Concept summarizes the legal consolidation of the multitier machinery of response to terrorist threats which encompasses the procedures and operations

of bodies of government authority and local selfgovernment of all levels, enacting their proper powers and obligations depending on the nature and significance of the threats.

The Concept will lay the foundations for developing federal, sectoral and regional programs, plans and other normative documents both in specific areas and across the whole range of counterterrorist activities.

*Editorial Board  
Herald of the National Antiterrorism  
Committee*

## **THE CONCEPT OF COUNTERTERRORISM IN THE RUSSIAN FEDERATION**

*Approved by the President of the Russian Federation  
on 5 October 2009*

*The present Concept shall stipulate the guiding principles of state counterterrorism policy in the Russian Federation, the goal, tasks, and areas of further improvement of the national System of counterterrorism in the Russian Federation.*

### **I. TERRORISM AS A THREAT TO THE NATIONAL SECURITY OF THE RUSSIAN FEDERATION**

1. The principal trends displayed by modern terrorism are the following:

- a) an increasing number of terrorist attacks and their casualties;
- b) the broadening geographical scope of terrorism, the international nature of terrorist organizations and the use they make of ethnic and religious factors;
- c) the growing mutual influence of numerous internal and external social, political, economic and other factors on the emergence and spreading of terrorism;
- d) the increasing level of organization in terrorist activities, with large and sophisticatedly-structured terrorist formations;
- e) strengthening links between terrorism and

organized crime, including transnational crime;

f) the increased scope of financing of terrorist operations together with the accessibility of advanced technologies and equipment;

g) the intent of subjects of terrorism to get hold of weapons of mass destruction;

h) attempts to use terrorism as a means of interference into the internal affairs of states;

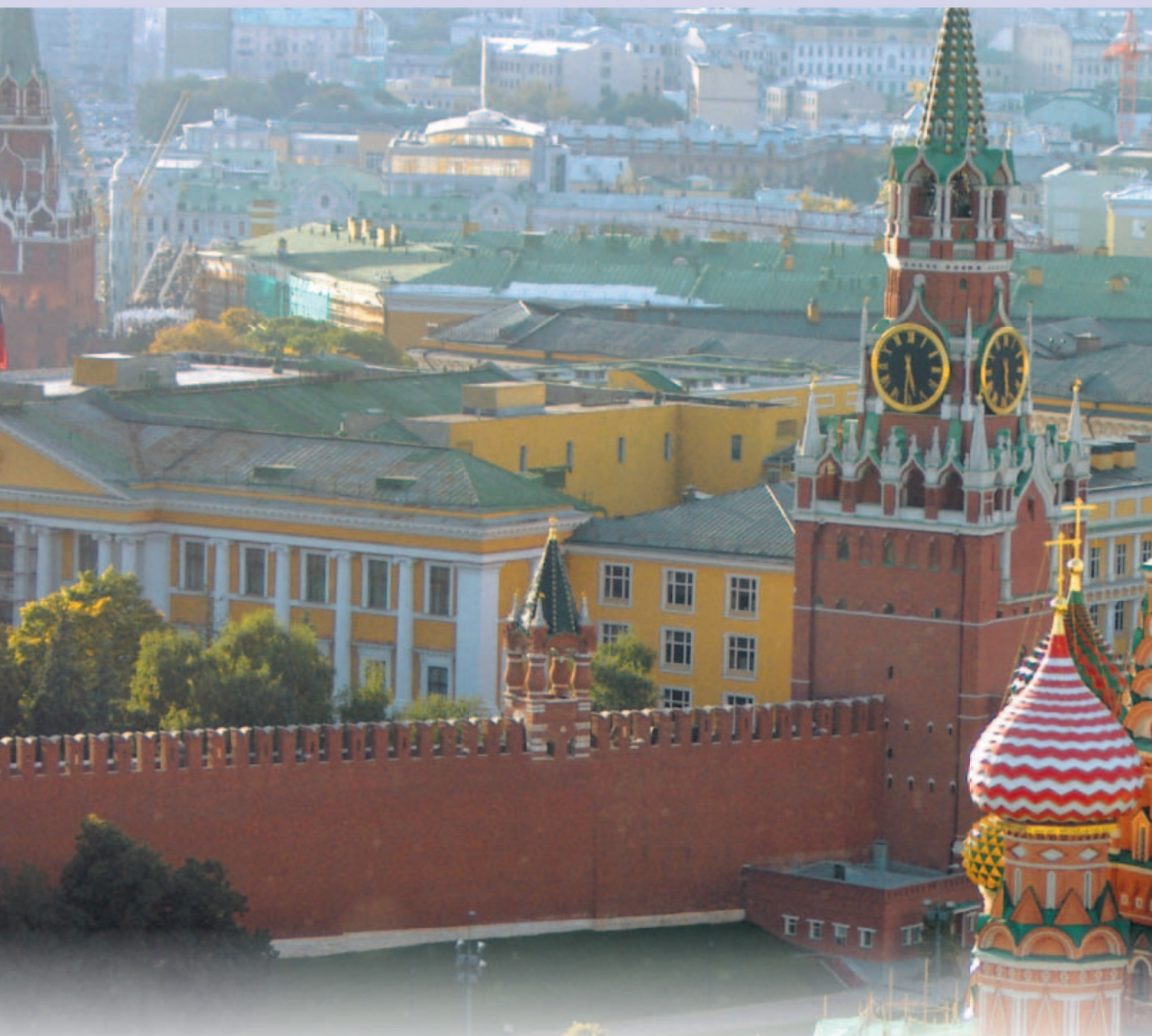
i) developing new and refining existing methods and techniques of terrorism in order to exacerbate the effects of terrorist attacks and increase the number of casualties.

2. The emergence and spread of terrorism in the Russian Federation has its historical preconditions and is connected with internal economic, political, social, ethnic and religious antagonisms as well as with external terrorist threats, including those faced by the entire global community.

3. The major domestic factors influencing the emergence and spread of terrorism in the Russian Federation or providing causes and preconditions for it are as follows:

- a) ethnic, religious or other social antagonisms;
- b) conditions facilitating the activities of extremist individuals and groups;
- c) suboptimal effectiveness of law-enforcement,





administrative, legal and other counterterrorist measures;

d) lack of proper control over the dissemination of radical ideologies and the encouraging violence and cruelty within Russia's information environment;

e) insufficiently effective struggle against organized crime and corruption and against illegal traffic in weapons, ammunition and explosives.

4. The principal external factors facilitating the emergence and spreading of terrorism in the Russian Federation are as follows:

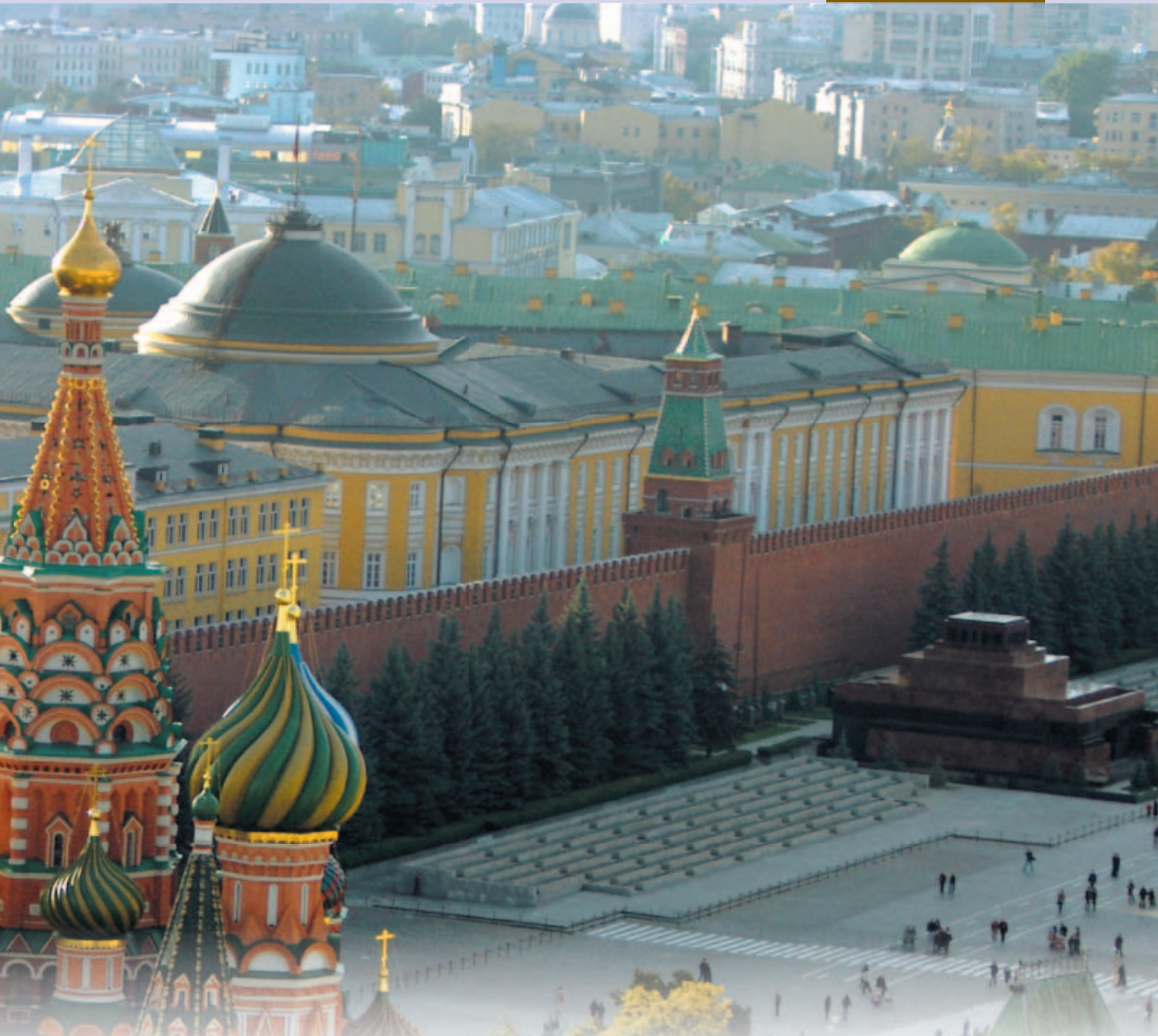
a) attempts by international terrorist organizations to penetrate specific regions of the Russian Federation;

b) hotbeds of terrorist activity situated within the immediate proximity of the state borders of the Russian Federation and its allies;

c) foreign states harboring camps for training militant cadres for international terrorist and extremist organizations, including those targeting Russia, and theological educational institutions disseminating extremist religious ideologies;

d) financial support for terrorist and extremist organizations operating within the Russian Federation





provided by international terrorist and extremist organizations;

f) the desire of certain foreign states, in some instances using counterterrorism as a pretext, to weaken the Russian Federation and undermine its positions internationally, and to establish their political, economic or other forms of influence in specific regions of the Russian Federation;

g) terrorist and extremist propaganda disseminated via infocommunication networks (the Internet) and mass media;

h) terrorist elements welcoming broad coverage of

their activities in the media for greater public effect;

i) lack of consistency among the international community in determining the causes of the emergence and spreading of terrorism and its driving forces, double standards in the law-enforcement practices of counterterrorism;

j) lack of a single antiterrorist information environment, both internationally and domestically.

## II. ALL-NATIONAL SYSTEM OF COUNTERTERRORISM

5. The all-national counterterrorism system is a

combination of subjects of counterterrorist activity and legal acts regulating their activities aimed at the detection, prevention, suppression, revealing and investigation of terrorist activities, as well as mitigation and and/or elimination of their consequences.

6. The all-national system of counterterrorism provides for an integrated governmental policy of countering terrorism and is focused on the protection of basic human rights and civil freedoms and ensuring the national security of the Russian Federation.

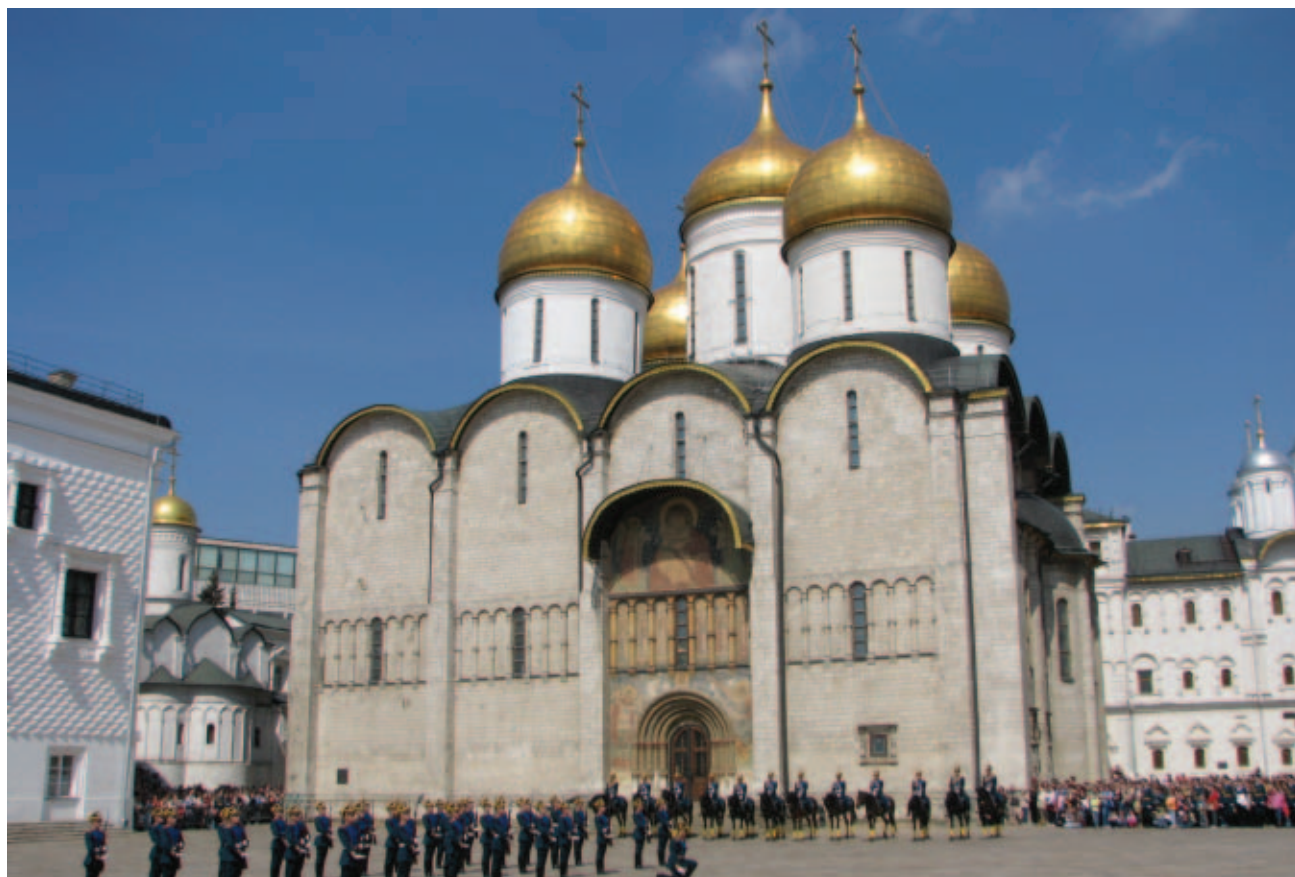
7. The subjects of counterterrorist activity include legally authorized bodies of government and local self-government, whose scope of legal authority encompasses counterterrorist activities, non-governmental organizations and public associations and individual citizens providing assistance to legally authorized bodies of government and local self-government in their counterterrorist activity.

8. The coordination of counterterrorist activity, planning of the deployment of counterterrorist assets and resources of federal government executive counterterrorist authorities and their regional units, as

well as command-and-control of counterterrorist operations is provided by the National Antiterrorism Committee, the Federal Operational Coordination Center, and the antiterrorist committees and operational coordination centers in the Russian Federation constituent territories.

9. The legal framework of the all-national system of counterterrorism is comprised of the Russian Federation Constitution, commonly-recognized principles and norms of international law, the international treaties to which the Russian Federation is a party, federal constitutional laws, federal laws, regulatory legal acts of the Russian Federation President and Government, the Russian Federation Strategy of National Security for the period to 2020, the Concept of the Russian Federation Foreign Policy, the Russian Federation Military Doctrine, the present Concept, and the regulatory legal acts of the Russian Federation aimed at improving relevant activities.

10. The primary objective of counterterrorist activity in the Russian Federation is the protection of individual citizens, the society and the state against





terrorist attacks and other terrorism-related incidents.

11. The primary tasks of counterterrorist activity are as follows:

a) identification and elimination of the causes and preconditions facilitating the emergence and spread of terrorism;

b) detection, prevention and suppression of any activities conducted by individuals and organizations with a view to preparing and perpetrating terrorist attacks and other terrorism-related crimes;

c) bringing to justice the subjects of terrorist activity accordingly to the Russian Federation legislation;

d) constantly maintaining the operational readiness to effective action of the dedicated assets and resources designated to detect, prevent, suppress, reveal and investigate terrorist activities, as well as mitigate and/or eliminate related consequences;

e) ensuring the security of citizens and antiterrorist protection of potential targets of terrorist encroachments, including critical infrastructures and their related facilities as well as life support and public attendance sites;

f) countering the dissemination of terrorist ideology and stirring-up the work of information and propaganda support of antiterrorist measures.

12. The guidelines of counterterrorist activity in the Russian Federation are as follows:

a) terrorism prevention (proactive counterterrorism);

b) combating terrorism;

c) mitigation and/or elimination of the consequences of terrorist manifestations.

13. The three principal guidelines of terrorism prevention (proactive counterterrorism) are as follows:

a) development of a system of countering terrorist ideology;

b) practically taking the legal, organizational, operational, administrative, internal security, military and technical measures to ensure the antiterrorist protection of potential terrorist targets;

c) imposing stricter control over the compliance with administrative and legal regimes.

14. The special emphasis within the context of terrorism prevention (proactive counterterrorism) should be placed on the efficient implementation of

administrative and legal provisions stipulated by the Russian Federation legislation.

15. Terrorism prevention (proactive counterterrorism) presumes the execution of the following tasks:

a) development and practical implementation of specific measures focused on the elimination of the causes and preconditions facilitating the emergence and spread of terrorism;

b) countering the dissemination of terrorist ideology by way of protecting the entire information environment of the Russian Federation and improvement of the system of countering terrorism in the information aspect;

c) improvement of the socio-economic, political and legal situation in the country;

d) forecasting, identification and elimination of terrorist threats, providing information on such threats to legally authorized bodies of government and local self-government, and general public;

e) using the legal methods of exerting influence upon the behavior of the individual persons (groups of persons) showing inclinations towards terrorist activity;

f) development and implementation of preventive counterterrorist measures in the Russian Federation constituent territories;

g) defining the legal rights, obligations and responsibilities of the heads of federal government executive authorities, executive authorities in the Russian Federation constituent territories and local self-government authorities, as well as economic entities pertaining to the measures of antiterrorist protection of the facilities under their control;

h) development and application of standard requirements pertaining to ensuring the antiterrorist protection of critical infrastructures and their related facilities, life support networks and public attendance sites;

i) improvement of the regulatory legal framework pertaining to the matters of restoring the damage inflicted upon the life, health and property of the persons involved in counterterrorist activity as well as victims of a terrorist act;

j) improvement of the interaction among federal executive authorities and strengthening international cooperation in the field of counterterrorism;

k) ensuring the properly coordinated governmental engagement with public and religious organizations (associations), other civil society institutions and individual citizens.

16. Combating terrorism shall be based on the comprehensive analysis of the actual causes facilitating the emergence and spread of terrorism, terrorist elements' identification, strict delimitation of functions and responsibilities of subjects of counterterrorist activity, timely defining priority targets when it comes to standing tasks execution, improvement of the organization and interaction among operational, special purpose, regular military (troops-like) and investigative units by way of introducing basic principles of command-and-control of counterterrorist operations, providing the above-referenced subjects of counterterrorist activity with

the information resources including state-of-the-art hardware/soft-ware systems.

One of the main prerequisites for combating terrorism with better efficiency is the ability to obtain advanced intelligence on the plans of terrorist organizations to perpetrate terrorist attacks, activity focused on the dissemination of terrorist ideology, sources and channels of financing and procurement of weapons, ammunition and other means usable for terrorist purposes.

The advanced training of operational assets and resources, found at the disposal of subjects of counterterrorist activity, in methods of suppressing terrorist acts, by way of conducting command-and-staff, specialized tactical and operational tactical exercises organized by the Federal Operational Coordination Center as well as operational





coordination centers in the Russian Federation constituent territories is conditional to the efficient organization of combating terrorism.

17. Measures of mitigation and/or elimination of the consequences of terrorism-related incidents should be planned in advance, based on the preliminary assessments of possible impact of terrorist acts. The activity of this type should be focused on the execution of the following principal tasks:

a) prevention (minimization) of human casualties, proceeding from the priority of the life and health of a human over material and financial resources;

b) conducting timely emergency rescue operations whenever a terrorist attack occurs, providing medical aid and other assistance to the persons involved in the suppression of an attack as well as victims of an attack, with their subsequent social and psychological rehabilitation;

c) minimization of the consequences of a terrorist act and its negative impact on the moral of the society as a whole or specific social groups;

d) restoration of the facilities damaged or destroyed as a result of a terrorist act;

e) compensation, in accordance with the provisions of the Russian Federation legislation, of damages inflicted upon natural persons and legal entities as a result of a terrorist act.

18. Taking into consideration the specifics of crisis situations caused by a terrorist act as well as targeted facilities and modus operandi used by terrorists, along with the development of standard plans of deployment of the operational assets and resources comprised within the all-national system of counterterrorism, and their preparation and training well in advance, including in the course of tactical exercises, are





conditional to the successful elimination of the negative consequences of a terrorist act.

19. In accordance with the principal guidelines of counterterrorist activity, as envisaged by the present Concept, this activity should be conducted through the implementation of the package of measures; in the course of taking these measures different interconnected and coordinated methods, techniques, means and forms of exerting influence upon terrorist elements are used.

20. In the course of terrorism prevention (proactive counterterrorism) specific measures are taken with view to reducing the level of threats of terrorist acts and alleviating economic, political, social, ethnic and religious controversies with a potential of provoking armed conflicts and, consequently, increasing the likelihood of terrorism related incidents' occurrence; other options of terrorism prevention involve the prevention of citizens from materializing their terrorist intentions and hindering the activities of terrorist elements. The work to that effect may include different forms of generally and individually targeted proactive outreach based on taking into account particular demographic, ethno-religious, psychologically-personal and other

characteristics of the target of such proactive outreach.

21. The principal measures of terrorism prevention (proactive counterterrorism) include:

a) political measures (normalization of socio-political situation, resolving social conflicts, reducing the level of socio-political tensions, promoting international cooperation in the field of counterterrorism);

b) socio-economic measures (invigoration the state of economy throughout the regions of the Russian Federation, reducing the overall level of society marginalization, curbing further growth of social and economic inequality and stratification, providing a sound system of the social protection of population);

c) legal measures (practical observance of the principle of the inevitability of punishment for terrorism-related crimes, illegal trafficking in weapons, ammunition, explosives, narcotic drugs, psychotropic substances and their precursors, radioactive materials, hazardous biological and chemical agents and terrorist financing, as well as imposing mechanisms of administrative and legal regulation of migration-related processes and trends



along with procedures of info-communication systems' operating);

d) information measures (explaining the essence of terrorism and its threat to the society, forming zero tolerance attitude towards the ideology of violence among the common public as well as encouraging citizens' participation in counterterrorist activity);

e) cultural and educational measures (propagating socially important values and creating preconditions for the peaceful dialogue between different ethnic groups and religious congregations;

f) organizational and technical measures (drafting and practical implementation of target-programs and specific activities focused on outfitting critical infrastructures, their related facilities and life support systems as well as public attendance sites with technical means of protection, improvement of the mechanism of legal liability for noncompliance with the protective security requirements pertaining to likely terrorist targets and upgrading the level of technical provision of subjects of counterterrorist activity).

22. The selection of specific counterterrorist measures is dependent on the actually identified level of terrorist threats; with a view to eliminating these threats corresponding legal regimes are imposed; they involve administrative restrictions, intelligence-investigative and other measures implemented by the operational coordination centers in the Russian Federation constituent territories, in concert with the antiterrorist commissions in the Russian Federation constituent territories and relevant units of federal executive authorities; these measures could also involve temporary restrictions imposed with a view to preventing a terrorist act and minimizing its consequences.

23. The main form of suppressing a terrorist act is a counterterrorist operation that presupposes practically taking a number of special tactical, intelligence, regular military and other measures with the application of combat equipment, weapons and special means of impact, for the purposes of suppressing a terrorist act, rendering terrorists harmless, ensuring security of citizens, organizations and institutions, as well as minimization and/or elimination of the consequences of terrorism-related incidents.

24. In the course of practically taking measures aimed at the mitigation and/or elimination of the

consequences of terrorism-related incidents the following tasks are executed:

a) first medical aid provision;

b) medical and psychological support of emergency rescue and firefighting operations;

c) social rehabilitation of the victims of a terrorist act and persons participating in the suppression of a terrorist act;

d) restoring the normal operational and environmental conditions of the facilities targeted by terrorists;

e) compensation of moral and material damage to the victims of a terrorist act.

### **III. MULTI-ASPECT SUPPORT OF COUNTERTERRORIST ACTIVITY (LEGAL SUPPORT, INFORMATION / ANALYSIS, SCIENTIFIC SUPPORT, LOGISTICS, FINANCES, HUMAN RESOURCES)**

25. The legal support of counterterrorism includes constant monitoring and analysis of terrorism as a phenomenon, most pressing organizational issues related to subjects of counterterrorist activity, dedicated legal frameworks existing in the Russian Federation and elsewhere in the world, as well as drafting and adoption of dedicated legal acts focused on better efficiency of counterterrorist efforts.

26. The regulatory legal framework of counterterrorism should meet the following requirements:

a) to provide for the flexible and adequate responding to constantly changing *modus operandi* (methods and tactics) employed by terrorist elements;

b) to take into account international experience, existing socio-political, ethnical, ethno-religious and other factors;

c) to define the scope of legal authority of subject of counterterrorist activity accordingly to existing terrorist threats;

d) to establish the legal liability pertaining to natural persons and legal entities for noncompliance with the provisions of the Russian Federation legislation on matters of counterterrorism;

e) to define measures of rewarding and social protection of the persons participating in specific

counterterrorist activities (accordingly to the level of terrorist threat);

f) to provide for the efficient criminal prosecution of those involved in terrorist activity.

27. The international legal cooperation in the field of counterterrorism shall be focused on denying double standards practiced by certain international partners when it comes to the criminal prosecution of terrorist elements, as well as on the proper application of existing instruments of international law in terms of counteraction to terrorism and handing over (extraditions) of terrorist elements.

28. An important task within the context of counterterrorism is to ensure the legality when conducting related activities, the participation of subjects of counterterrorist activity in the development and improvement of the existing regulatory legal base, as well as in the development of the appropriate legal culture of the population.

29. All legally authorized bodies of governmental and local self-government take part in the legal support of counterterrorist activity.

30. The information and analytical support of counterterrorist activity includes the collection, storage, system fusion, analysis and assessment of the information on terrorist threats, the exchange of such information and its release to all subjects concerned.

31. The following principal tasks are executed within the context of the information and analytical support of counterterrorist activity:

a) examination of the key factors defining the essence and the actual state of terrorist threats;

b) forecasting possible trends and standard patterns of the terrorist threats' development, drafting proposals on a timely and proactive decisionmaking;

c) analysis of the information on terrorism-related incidents as well as political, socio-economic and other universal society-related trends in the Russian Federation and elsewhere, which have a negative impact on the situation in the field of counterterrorism;

d) organization and practical implementation of the information sharing among subjects of counterterrorist activity;

e) monitoring and analysis of domestic and international experiences of counterterrorist activity;

f) improvement (including, by way of introducing advanced information and telecommunication technologies) of the information and analytical aspects of coordination of the counterterrorist activity conducted by federal executive authorities, antiterrorist commissions and operational coordination centers in the Russian Federation constituent territories, local self-government bodies, civil society institutions and, conducting, for the above-referenced purposes, situational assessments of terrorism-related risks involving the relevant scientific and academic expertise;

g) creation of an integrated information environment on both domestic and international scale;

h) development of information depositaries and databases, information and telecommunication networks, automated systems and hardware/software systems based on the application of advanced info-communication technologies, with the adequate technical support provided;

i) timely drafting proposals regarding the development and improvement of the regulatory legal framework pertaining to the information and analytical support of counterterrorist activity;

j) systematized upgrading the level of professional training of expert analyst staff within the context of counterterrorist activity.

32. The information support of top level governmental officials on different matters of counterterrorism presupposes the information flows optimization and legal powers distribution among different subjects of counterterrorist activity, pertaining to information and analytical provision of their functioning; it also presupposes the centralized distribution and management of the information on the registry logging (statistics included) of all terrorism-related incidents and practical outcomes of counterterrorist efforts made by all the subjects comprised within the all-national system of counterterrorism.

33. The National Antiterrorism Committee provides for the counterterrorist information and analysis coordination among all federal executive authorities, whose top officials are listed among its staff members; it is also responsible for the preparation of the information and analytical materials dedicated to specific matters that are



subject to the interagency expert assessment and discussions during the regular sessions of the Committee. It is also the responsibility of the Committee to provide for the fusion of the reference materials and reports submitted by subjects of counterterrorist activity with a view to preparing an annual progressive report to the Russian Federation President.

34. Federal executive government authorities, acting within the scope of their legal powers, provide all the subjects concerned with the information on terrorist threats, pertaining to specific cases when there is a need of an immediate response.

35. Scientific research institutions as well as public associations and other civil society institutions should be involved in the information and analytical support of counterterrorist activity.

36. The scientific support of counterterrorist activity includes:

a) development of theoretical and methodological principles of counterterrorist activity and practical recommendations pertaining to the execution of specific tasks along different guidelines of counterterrorism;

b) conducting practically-applicable scientific research works in support of the decision-making (in its political, legal, organizational and managerial aspects) pertaining to counterterrorist activity conducted on different levels;

c) examination of international experience in the field of counterterrorism, forwarding to the Russian Federation President specific proposals on the improvement of the counterterrorist strategy and system of counterterrorist measures.

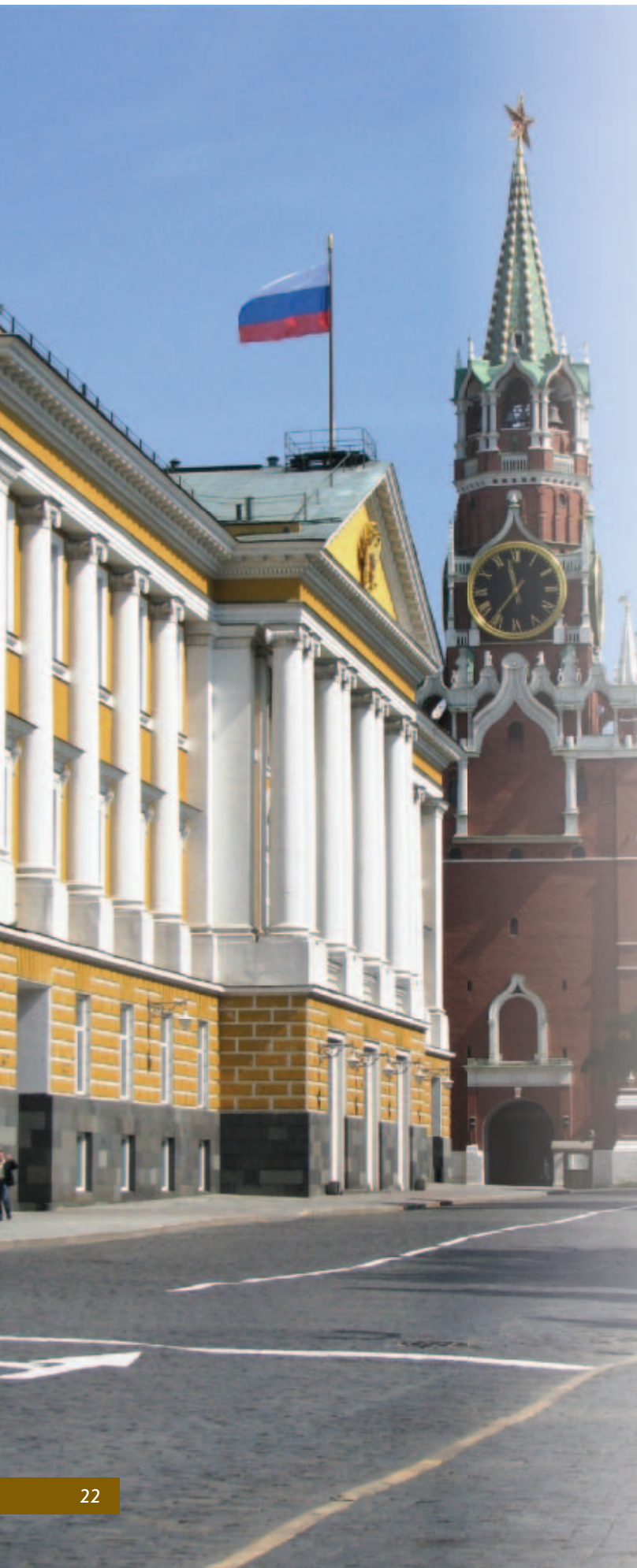
37. The development and putting into routine operation of the following means should become the priority guidelines of research and development works in the field of counterterrorism:

a) means of protection of counterterrorist units' personnel and potential terrorist targets, based on the application of the latest scientific solutions;

b) new types of weapons to be used by dedicated counterterrorist units, including nonlethal weapons and specialist equipment capable of significantly reducing human casualties and diminishing material damage in the course of performing tactical and other operational tasks;







c) efficient means of communication that meet information security requirements, to include the anti-hacker protection of computer systems, means of detection of the explosive devices of the newest types, explosive substances, other highly lethal means of terrorist activity and terrorists who operate them, as well as means of concealment of the operations conducted by dedicated counterterrorist units.

38. In order to provide for the efficient functioning of the all-national system of counterterrorism it would be imperative to officially empower one or several federal executive authorities to coordinate the scientific and technical related to the field of counterterrorism.

39. Further development of the all-national system of counterterrorism presupposes the targeting of logistical and financial resources on the priority guidelines of support provided to subjects of counterterrorist activity, creation of appropriate infrastructure providing for the development of publicly accessible network of scientific-technical and commercial information, encouraging by governmental authorities of technological innovations and investment policies focused on improving the antiterrorist protection of potential terrorist targets as well as establishing the system of the common public insurance against any terrorism-related risks.

40. Finance for counterterrorist activities is provided from the state federal budget and the budgets of Russian Federation constituents, local budgets and entities.

41. Financing of federal target programmes in the sphere of countering terrorism is provided from the state federal budget.

42. Costs of antiterrorist activities and programmes are determined by Russian Federation constituents and local self-regulatory bodies and covered from local budgets.

Fixing the budgets of Russian Federation constituents and local budgets for target funding of anti-terrorist activities becomes a task of prime importance in need of elaboration of the corresponding rules and regulations.

43. Finance for counterterrorist activities, including setting up funds and allocating grants in order to stimulate and increase the efficiency of such measures, must be attracted from extrabudgetary

sources besides an increase in the volumes of budgetary funding on all levels.

44. Shrewd and constructive HR policy is one of the basic elements of raising the efficiency of the state counterterrorist System. Counterterrorist units should employ highly qualified personnel, possessing the necessary qualities and skills. HR policies in this area should prioritise on enhancing the prestige of services countering terrorism.

45. Personnel training in the sphere of counterterrorist activities shall be conducted in accordance with the following basic directions:

a) training and retraining personnel participating in counterterrorist activities;

b) antiterrorist training of personnel in federal executive authorities, executive bodies of Russian Federation constituents and self-regulatory bodies of power, taking part in antiterrorist activities within the scope of their authority;

c) antiterrorist specialization of employed counterterrorism (countering ideological, nuclear, chemical, biological and cyber-terrorism);

d) training personnel in specific areas countering terrorism (countering ideological, nuclear, chemical, biological and cyber-terrorism);

e) setting up expert consulting teams consisting of members selected from antiterrorist agents, armed with special knowledge and skills.

46. Training and re-training of personnel charged with counterterrorist duties shall be carried out within inter-departmental and departmental training centres, as well as higher educational professional establishments.

47. Training abroad within the framework of international cooperation is considered conceivable alongside the existing possibilities of counterterrorist training in Russian Federation.

#### **IV. INTERNATIONAL COOPERATION IN THE SPHERE OF COUNTERTERRORIST ACTIVITIES**

48. International cooperation forms a basic condition of efficiency and effectiveness of counterterrorist activities, it is realised on the basis of and with strict adherence to the principles and norms of international law, and in correlation with international treaties signed by the Russian Federation.

49. The Russian Federation supports the central and coordinating role of the United Nations in international cooperation in countering terrorism, compulsory observance of universal conventions of the UN Security Council in the given field, effective realisation of Global Counterterrorist Strategy adopted by the General Assembly of the United Nations in 2006.

50. The Russian Federation shall make its main efforts within the framework of international cooperation in fighting terrorism in the following areas:

a) detection and elimination of deficiencies of international law concerning the regulation of state co-operation in the sphere of fighting terrorism;

b) promotion of Russian Federation international initiatives in the sphere of counterterrorist activities, including the Global Initiative on Fighting Acts of Nuclear Terrorism and Counterterrorist Strategic Partnership of States and Businesses;

c) promotion of effective working tools and mechanisms of multi-lateral co-operation (within the frameworks of CIS, Shanghai Organisation for Cooperation, Collective Security Treaty Organisation and other international bodies), as well as bilateral co-operation with members of the antiterrorist coalition;

d) practical steps on cutting short the channels of finance and support to terrorist organisations, suppression of illegal sales of arms, ammunition and explosives, restrictions in and suppression of movement of terrorist perpetrators across national borders, countering terrorist propaganda and ideology, rendering support to victims of terrorist attacks.

51. The Ministry of Foreign Affairs of the Russian Federation co-ordinates the activities of federal authorities with the aim of pursuing uniform foreign policy of Russian Federation in the field of international anti-terrorism co-operation.

The National Antiterrorist Committee coordinates the activities of federal executive authorities, executive bodies of Russian Federation constituents, including the realisation of decisions made within the framework of international antiterrorist cooperation.

The provisions of the given Concept shall be realised by counterterrorist agents under the coordination and supervision of the National Antiterrorist Committee within the framework of a complex of interrelated time-term, resource allocation conditions and in consideration of the results of counterterrorist activities.



## **FEDERAL LAW**

**NO. 35-FZ OF MARCH 6, 2006**

### **ON COUNTERACTION TO TERRORISM**

*(including changes of July 27, 2006, November 8, 2008, December 22, 2008 and December 30, 2008)*

This Federal Law shall establish the fundamental principles of counteraction to terrorism, the legal and organisational basics of preventing terrorism and struggling against it, of reducing to a minimum and (or) liquidating the consequences of manifestations thereof, as well as the legal and organisational basics of using the Armed Forces of the Russian Federation in struggling against terrorism.

#### **ARTICLE 1 LEGAL BASIS OF COUNTERACTION TO TERRORISM**

The legal basis of counteraction to terrorism shall be the Constitution of the Russian Federation, generally recognised principles and rules of international law, international treaties made by the Russian Federation, this Federal Law and other federal laws, normative legal acts of the President of the Russian Federation, normative legal acts of the Government of the Russian Federation, as well as normative legal acts of other state power bodies adopted in compliance with them.

#### **ARTICLE 2 FUNDAMENTAL PRINCIPLES OF COUNTERACTION TO TERRORISM**

Counteraction to terrorism in the Russian Federation shall be based on the following fundamental principles:

- 1) ensuring and protecting fundamental civil and human rights and freedoms;
- 2) lawfulness;
- 3) prioritising the protection of the rights and legitimate interests of persons at risk of being affected by terrorism;
- 4) inevitability of punishment for the exercise of terrorist activity;

5) systematic approach and complex use of political, informational-propagandistic, socioeconomic, legal, special and other measures of counteraction to terrorism;

6) cooperation of the State with public and religious associations, international and other organisations, as well as with citizens, in counteraction to terrorism;

7) priority of preventive measures against terrorism;

8) undivided authority in directing the personnel and materiel involved in conducting antiterrorist operations;

9) combination of public and private methods of counteraction to terrorism;

10) confidentiality of information concerning special means, techniques and tactics of taking measures against terrorism, as well as concerning the identity of those taking part in the said measures;

11) inadmissibility of political concessions to terrorists;

12) reduction to minimum and (or) liquidation of the consequences of terrorist manifestations;

13) adequacy of measures aimed at counteraction against terrorism to the degree of terrorist danger.

#### **ARTICLE 3 BASIC CONCEPTS**

The following basic concepts are used in this Federal Law:

- 1) terrorism shall mean the ideology of violence and the practice of influencing the adoption of a decision by state power bodies, local self-government bodies or international organisations connected with intimidation of the population and (or) other forms of unlawful violent actions;

2) terrorist activity shall mean activity including the following:

a) arranging, planning, preparing, financing and implementing an act of terrorism;

b) instigation of an act of terrorism;

c) establishment of an unlawful armed unit, criminal association (criminal organisation) or an organised group for the implementation of an act of terrorism, as well as participation in such a structure;

d) recruiting, arming, training and using terrorists;

e) informational or other assistance to planning, preparing or implementing an act of terrorism;

f) promotion of terrorist ideas, dissemination of materials or information calling for terrorist activities, substantiating or justifying the necessity of such activities;

3) terrorist act shall mean perpetrating an explosion, arson or other actions connected with intimidating the population and posing the risk of loss of life, of causing considerable damage to property, as well as other especially grave consequences, for the purpose of unlawful influence upon the adoption of a decision by state power bodies, local self-government bodies or international organisations, as well as the threat of committing the said actions for the same purpose;

4) counteraction against terrorism shall mean the activity of state power bodies and local self-government bodies aimed at the following:

a) prevention of terrorism, including the detection and subsequent removal of the reasons and conditions conducive to committing acts of terrorism;

b) detection, prevention, suppression, disclosure and investigation of an act of terrorism (struggle against terrorism);

c) reduction to a minimum and (or) liquidation of terrorist manifestations;

5) an antiterrorist operation shall mean a complex group of special, combat, military, and other measures accompanied by the use of military equipment, weapons and special equipment, aimed at suppressing an act of



terrorism, neutralising terrorists, ensuring the security of individuals, organisations and institutions, as well as at reducing to a minimum the consequences of an act of terrorism.

#### **ARTICLE 4 INTERNATIONAL COOPERATION OF THE RUSSIAN FEDERATION IN STRUGGLE AGAINST TERRORISM**

1. The Russian Federation, in compliance with international treaties made by it, shall cooperate in struggle against terrorism with foreign states, their law enforcement bodies and special services, as well as with international organisations.

2. The Russian Federation, being guided by the interests of ensuring the safety of individuals, the public and the State, shall prosecute on its territory the persons who are accused (suspected) of involvement in terrorism, in compliance with the laws of the Russian Federation.

#### **ARTICLE 5 ORGANISATIONAL BASICS OF COUNTERACTION TO TERRORISM**

1. The President of the Russian Federation shall:

1) define the principal directions of state policy in regards to counteraction against terrorism;



2) define the scope of authority of the federal executive bodies whose activities are directed by him in the area of the struggle against terrorism;

3) take the decision following due procedure on the deployment, outside the territory of the Russian Federation, of the units of the Armed Forces of the Russian Federation and of special-purpose units for counteracting terrorist activities directed against the Russian Federation, citizens of the Russian Federation or stateless persons residing permanently in the Russian Federation.

2. The Government of the Russian Federation:

1) shall determine the scope of competence of the federal executive bodies whose activities are directed by it as regards to counteraction against terrorism;

2) shall organise the development and implementation of measures aimed at the prevention of terrorism and reduction to a minimum and (or) the liquidation of the consequences of terrorist manifestations;

3) shall organise the provision of the activities of the federal executive bodies, executive bodies of the constituent entities of the Russian Federation and local self-government bodies aimed at counteraction to terrorism, with the required personnel, materiel, and resources.

3. The federal executive bodies, the authorities of the constituent entities of the Russian Federation and local self-government bodies shall counteract terrorism within the scope of competence thereof.

4. For the purpose of ensuring the coordination of the activities of the federal executive bodies, executive bodies of the constituent entities of the Russian Federation and local self-government bodies in counteraction of terrorism, there may be established by decision of the President of the Russian Federation bodies composed of representatives of the federal government, the authorities of the constituent entities of the Russian Federation and other persons. To implement their decisions the said bodies may issue acts (joint acts) of the said bodies whose



representatives are included into the composition of the appropriate body.

### **ARTICLE 6 USING ARMED FORCES OF THE RUSSIAN FEDERATION IN THE STRUGGLE AGAINST TERRORISM**

In the struggle against terrorism the Armed Forces of the Russian Federation may be used for the following:

1) preventing flights of aircraft used for committing an act of terrorism or seized by terrorists;

2) preventing acts of terrorism in the inland waters and in the territorial sea of the Russian Federation, at the seaside facilities used for industrial activities which are located on the continental shelf of the Russian Federation, as well as for ensuring safe national maritime traffic;

3) participating in an antiterrorist operation in the procedure provided for by this Federal Law;

4) suppressing international terrorist activities outside the Russian Federation.

### **ARTICLE 7 SUPPRESSING TERRORIST ATTACKS IN THE AIR**

1. The Armed Forces of the Russian Federation shall use their weapons and military equipment in the procedure established by normative legal acts of the Russian Federation for the purpose of removing the threat of a terrorist act in the air or for the purpose of suppressing such a terrorist attack.

2. If an aircraft does not respond to radio commands of ground control centers to stop violating the rules of using the airspace of the Russian Federation and (or) to radio commands and visual signals of the aircraft of the Armed Forces of the Russian Federation sent to intercept it, or refuses to follow radio commands or visual signals without explaining the reasons for it, the Armed Forces of the Russian

Federation shall use their weapons and military equipment for preventing the flight of the said aircraft by way of forcing it to land. If the aircraft does not obey the demand to land and there is a real danger of the loss of life or the onset of an ecological catastrophe, the weapons and military equipment shall be used for preventing the flight of the said aircraft by way of destroying it.

3. Where there is reliable information about the probable use of an aircraft for committing an act of terrorism or about the seizure of an aircraft and, with that, all measures possible under the circumstances for its landing have been taken and there is a real danger of the loss of life or the onset of an ecological catastrophe, the Armed Forces of the Russian Federation shall use their weapons and military equipment for preventing the flight of the said aircraft by way of destroying it.

### **ARTICLE 8 SUPPRESSING TERRORIST ACTS IN THE INLAND WATERS, IN THE TERRITORIAL SEA, ON THE CONTINENTAL SHELF OF THE RUSSIAN FEDERATION AND WHEN ENSURING SAFETY OF NATIONAL MARITIME TRAFFIC**

1. The Armed Forces of the Russian Federation shall use weapons and military equipment in the procedure established by normative legal acts of the Russian Federation for the purpose of removing the threat of an act of terrorism in the inland waters, in the territorial sea, on the continental shelf of the Russian Federation and when ensuring the safety of national maritime traffic, and also under water, or for the purpose of suppressing such terrorist act.

2. Where sea or river civilian or military vessels (watercraft) do not respond to commands and (or) signals to stop violating the rules of using the water (under water) area of the Russian Federation or refuse to obey the demands to stop, the weapons of the military ships (aircraft) of the Armed Forces of the Russian Federation shall be used for forcing the



water - craft to stop for the purpose of removing the threat of an act of terrorism. If a watercraft does not obey the demands to stop and (or) it is impossible to force it to stop and, with this, all measures possible under the circumstances to stop it have been taken and there is a real danger of the loss of life or the onset of an ecological catastrophe, the weapons of the military ships (aircraft) of the Armed Forces of the Russian Federation shall be used for preventing the movement of the watercraft by way of destroying it.

**ARTICLE 9**  
**PARTICIPATION OF THE ARMED FORCES**  
**OF THE RUSSIAN FEDERATION IN CONDUCTING**  
**AN COUNTERTERRORIST OPERATION**

1. Subdivisions and military units of the Armed Forces of the Russian Federation shall be deployed in an antiterrorist operation by decision of the head of the antiterrorist operation in the procedure determined by normative legal acts of the Russian Federation.

2. Formations of the Armed Forces of the Russian Federation shall be deployed in an antiterrorist operation by decision of the President of the Russian Federation in the procedure determined by normative legal acts of the Russian Federation.

3. Subdivisions, military units and formations of the Armed Forces of the Russian Federation deployed in an antiterrorist operation shall use military equipment, weapons and special equipment in compliance with the normative legal acts of the Russian Federation.

**ARTICLE 10**  
**ACCOMPLISHMENT BY THE ARMED FORCES OF**  
**THE RUSSIAN FEDERATION OF THE TASKS AIMED**  
**AT SUPPRESSING INTERNATIONAL TERRORIST**  
**ACTIVITIES OUTSIDE THE RUSSIAN FEDERATION**

1. The Armed Forces of the Russian Federation in compliance with the international treaties made by the Russian Federation, this Federal Law and other federal laws shall

suppress international terrorist activities outside the Russian Federation by means of the following:

1) using weapons from the territory of the Russian Federation against terrorists and (or) their centers located abroad;

2) using subdivisions, units and formations of the Armed Forces of the Russian Federation for accomplishing tasks aimed at suppressing international terrorist activities outside the Russian Federation.

2. A decision to use the Armed Forces of the Russian Federation from the territory of the Russian Federation against terrorists and (or) their centers located abroad shall be taken by the President of the Russian Federation.

3. A decision to use outside the Russian Federation subdivisions, units and formations of the Armed Forces of the Russian Federation for accomplishing tasks aimed at suppressing international terrorist activities (hereinafter referred to as formations of the Armed Forces of the Russian Federation) shall be taken by the President of the Russian Federation on the basis of the appropriate decision of the Federation Council of the Federal Assembly of the Russian Federation.

4. The total strength of formations of the Armed Forces of the Russian Federation, areas of their operations, tasks set for them, the time period for their staying outside the Russian Federation and the procedure for their replacement shall be determined by the President of the Russian Federation.

5. This Part is no longer valid according to the Federal Law No. 153-FZ of July 27, 2006.

6. A decision to withdraw formations of the Armed Forces of the Russian Federation shall be taken by the President of the Russian Federation, if:

1) they have accomplished the tasks of suppressing international terrorist activities set for them;

2) their further stay outside the Russian Federation is inexpedient.

7. The President of the Russian Federation shall inform the Federation Council of the

Federal Assembly of the Russian Federation of withdrawing the formations of the Armed Forces of the Russian Federation.

8. Military servicemen shall be recruited for the formations of the Armed Forces of the Russian Federation to be sent outside the Russian Federation of their own free will from among those carrying out military service on a contractual basis. These servicemen shall receive special training prior to their deployment.

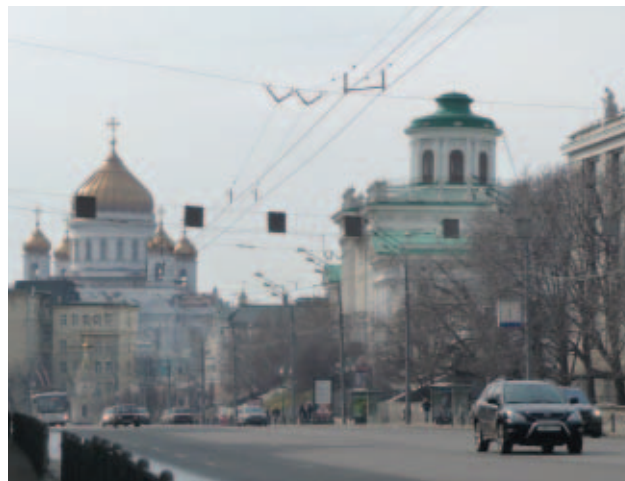
9. The formations of the Armed Forces of the Russian Federation shall be provided with material and technical resources, and their personnel shall be provided with medical care and supported in other ways by the Government of the Russian Federation.

10. To support the activities of the formations of the Armed Forces of the Russian Federation, the Government of the Russian Federation on the instructions of the President of the Russian Federation shall decide on sending outside the Russian Federation civil personnel of their own free will. The Government of the Russian Federation shall determine the areas of the activities of the said personnel, tasks set for them, the time period for their stay outside the Russian Federation, the procedure for their replacement and also handle the issue of their support.

11. A decision to withdraw the civil personnel sent outside the Russian Federation in compliance with Part 10 of this Article shall be taken by the President of the Russian Federation concurrently with a decision to withdraw the formations of the Armed Forces of the Russian Federation. A decision to withdraw the said civil personnel shall also be taken by the President of the Russian Federation or, on the instructions thereof, by the Government of the Russian Federation, if further stay of these personnel outside the Russian Federation becomes inexpedient.

### **ARTICLE 11 LEGAL REGIME OF A COUNTERTERRORIST OPERATION**

1. For the purpose of suppressing and disclosing an act of terrorism, reducing to a



minimum its consequences and protecting the vital interests of individuals, the public and the State, the legal regime of a counterterrorist operation may be established for the period of conducting it and within the limits of the territory where it is to be conducted by decision of the official who has decided to conduct it in compliance with Part 2 of Article 12 of this Federal Law.

2. A decision to establish the legal regime of a counterterrorist operation (specifying, in particular, the territory (a list of the sites) where such a regime is to be established and a list of measures to be taken and of temporary restrictions) and a decision to cancel the legal regime of an antiterrorist operation shall be subject to immediate promulgation.

3. It shall be allowable to take the following measures and to establish the following temporary restrictions in the procedure provided for by the legislation of the Russian Federation, on the territory (sites) where the legal regime of a counterterrorist operation is established, for the time period of conducting it:

1) checking individuals' documents verifying their identity and, if they do not have such documents, delivery of the said persons to the internal affairs bodies of the Russian Federation (or to another appropriate authoritative body) for their identification;

2) removal of individuals from some areas and sites, as well as towage of transport vehicles therefrom;





3) reinforcement of the maintenance of public order, of guarding the sites subject to state protection and the facilities providing for the vital needs of the population and the functioning of transport, as well as the sites of special material, historical, scientific, artistic or cultural value;

4) exercising control over telephone communications and over other information transmitted over telecommunication channels, as well as searching electric communication channels and post for information concerning the circumstances of committing an act of terrorism and the persons who have prepared and committed it, as well as for the purpose of preventing other terrorist acts;

5) using transport vehicles owned by organisations, regardless of their forms of ownership (except for transport vehicles of diplomatic representative offices, consular offices and other institutions of foreign states and international organisations) and, in case of emergency, also transport vehicles owned by individuals for delivering the individuals in need of urgent medical aid to medical institutions, as well as for following the persons suspected of committing an act of terrorism if a delay can pose a real danger of the loss of life or health. A procedure for reimbursement of the expenses connected with such use of transport vehicles shall be determined by the Government of the Russian Federation;

6) suspending the operation of dangerous production facilities and organisations where explosive, radioactive, chemically or biologically active substances are used;

7) suspending provision of communication services to legal entities and individuals or restricting the use of communication networks or means of communication;

8) temporary relocation of individuals residing within the limits of the territory where the legal regime of an antiterrorist operation is established to safe regions with the obligation to provide such persons with stationary or temporary housing;

9) introduction of a quarantine, taking sanitary and antiepidemic, veterinary and other quarantine measures;

10) restricting the traffic of transport vehicles and the movement of pedestrians in the streets, along the roads, in some locations and at specific sites;

11) free access of persons engaged in an antiterrorist operation to residential and other premises owned by individuals and onto land plots belonging to them, to the territories and to the premises of organisations, regardless of their forms of ownership, for taking measures aimed at combating terrorism;

12) inspecting, upon their entry (driving) into the territory, where the legal regime of a counterterrorist operation is established, and



upon their exit (driving) out of the said territory, of individuals and the items they have with them, as well as inspecting transport vehicles and the items carried by them, in particular with the use of special equipment;

13) restricting or banning the sale of weapons, ammunition, explosives, personal defence items and poisonous substances, the establishment of a special procedure for the circulation of medicines and preparations containing narcotic substances, psychotropic or strong substances, ethyl alcohol, alcoholic and alcohol-containing products.

14) the restriction or the suspension of the activities of private detective and security agencies.

4. Both the whole set of the measures and temporary restrictions provided for by Part 3 of this Article or individual measures and temporary restrictions may be taken (established) on some parts of the territory (at the sites) where the regime of a counterterrorist operation is established.

#### **ARTICLE 12**

##### **TERMS AND CONDITIONS OF CONDUCTING A COUNTERTERRORIST OPERATION**

1. A counterterrorist operation shall be conducted for the purpose of suppressing a terrorist attack, if it is impossible to suppress it by other forces or ways.

2. The decision to conduct a counterterrorist operation and to terminate it shall be taken by the head of the federal executive body in charge of security or, on the instructions thereof, by another official of the federal executive body in charge of security, or by the head of a local agency of the federal executive body in charge of security unless directed otherwise by the head of the federal executive body in charge of security.

3. Where considerable personnel and materiel are required for conducting a counterterrorist operation and it is to be conducted on a territory with a large number of residents, the head of the federal executive body

in charge of security shall notify of establishing the legal regime of a counterterrorist operation and of the territory where it is to be conducted the President of the Russian Federation, the Chairman of the Government of the Russian Federation, the Chairman of the Federation Council of the Federal Assembly of the Russian Federation, the Chairman of the State Duma of the Federal Assembly of the Russian Federation, the Prosecutor General of the Russian Federation and, if necessary, other officials.

#### **ARTICLE 13**

##### **DIRECTION OF A COUNTERTERRORIST OPERATION**

1. A counterterrorist operation shall be directed by the head thereof who shall be held personally responsible for conducting it.

2. The head of a counterterrorist operation:

1) shall determine the structure and working procedure of the control headquarters, as well as the tasks and functions of the officials included into the staff of the operational headquarters;

2) shall determine the composition of the personnel and materiel required for conducting the counterterrorist operation, and shall decide on the necessity of involving other persons in the work of the control headquarters;

3) shall give orders to the operational headquarters, as to the preparation of estimates and proposals concerning the implementation of the counterterrorist operation;

4) in the procedure, determined by normative legal acts of the federal executive body in charge of security coordinated with the federal executive bodies in charge of defence, internal affairs, justice, foreign affairs, civil defence, protection of the population and territories against emergency situations, ensuring fire safety and people's safety in or near bodies of water, shall attract the resources of these bodies, as well as of other federal executive bodies and executive bodies of the constituent entities of the Russian Federation, which are required for conducting the counterterrorist operation and reducing to a





minimum the consequences of an act of terrorism;

5) shall appoint a representative of the operational headquarters responsible for media and public relations;

6) shall determine the territory (sites) where the legal regime of an counterterrorist operation is to be imposed and shall establish a set of measures and temporary restrictions provided for by Part 3 of Article 11 of this Federal Law, immediately notifying thereof the official who has decided to conduct the counterterrorist operation;

7) shall take the decision and make the combat order to conduct the counterterrorist operation;

8) shall exercise other powers related to the direction of the counterterrorist operation.

#### **ARTICLE 14**

##### **SCOPE OF AUTHORITY OF THE OPERATIONAL COORDINATION CENTER**

1. The head of the Operational Coordination Center and the staff thereof shall be determined in the procedure established by the President of the Russian Federation.

2. The Operational Coordination Center:

1) shall collect data on the situation, shall generalise, analyse and evaluate information for the purpose of determining the nature and scale of the act of terrorism being prepared or committed;

2) shall prepare estimates and proposals as to

the implementation of the counterterrorist operation;

3) shall work out a plan for conducting the counterterrorist operation and, upon approval of the said plan, shall ensure control over implementation thereof;

4) shall prepare combat orders and other documents defining the procedure for preparing and conducting the counterterrorist operation and the legal regime of the antiterrorist operation;

5) shall facilitate the interaction between the personnel and materiel engaged in the counterterrorist operation;

6) shall take other measures aimed at preventing and reducing to a minimum the consequences of act of terrorism.

#### **ARTICLE 15**

##### **FORCES AND FACILITIES ATTRACTED FOR CONDUCTING A COUNTERTERRORIST OPERATION**

1. An act of terrorism shall be suppressed by personnel and materiel of the federal security service, as well as by the group of personnel and materiel formed.

2. To conduct a counterterrorist operation a group of personnel and materiel shall be formed by decision of the head of the antiterrorist operation.

3. The group of personnel and materiel may include subdivisions, military units and formations of the Armed Forces of the Russian Federation, subdivisions of the federal executive bodies in charge of security, defence, internal affairs, justice, civil defence, protection of the population and territories against emergency situations, ensuring fire safety and people's safety in or near bodies of water and of other federal executive bodies, as well as subdivisions of executive bodies of the constituent entities of the Russian Federation.

4. The undivided command over the personnel and materiel within the group, including re-subordination of the representatives and subdivisions of the federal executive bodies specified in Part 3 of this Article, shall belong to the head of the the counterterrorist operation.

All military servicemen, officials and specialists involved in the counterterrorist operation shall report to the head of the antiterrorist operation from the start of the antiterrorist operation and to the end thereof.

5. From the time when the head of the counterterrorist operation gives the order to start the counterterrorist operation, heads of the subdivisions within the group of personnel and materiel shall directly control the subdivisions headed by them and the resources attached to them. The interference of any other person with the control of these subdivisions, regardless of the office held by that person, except the head of the counterterrorist operation, shall not be permitted.

6. The subdivisions of the federal executive bodies specified in Part 3 of this Article which participate in the counterterrorist operation shall use military equipment, weapons and special equipment in compliance with normative legal acts of the Russian Federation.

#### **ARTICLE 16 NEGOTIATIONS WITH TERRORISTS IN THE COURSE OF A COUNTERTERRORIST OPERATION**

1. To save the life and health of people the persons specially authorised by the head of the

antiterrorist operation shall be allowed to negotiate.

2. In negotiations with terrorists the political demands made by them must not be considered.

#### **ARTICLE 17 TERMINATION OF A COUNTERTERRORIST OPERATION**

1. A counterterrorist operation shall be deemed terminated if the act of terrorism has been suppressed and the threat to life, health, property and other legitimate interests of the people located on the territory where the counterterrorist operation was conducted has been removed.

2. The person who decided to conduct the counterterrorist operation shall declare the operation terminated on the proposal of the head of the operation.

#### **ARTICLE 18 REPARATION FOR DAMAGES CAUSED AS A RESULT OF AN ACT OF TERRORISM**

1. The State shall make, according to the procedure established by the Government of the



Russian Federation, compensation payments to the individuals and legal entities that have suffered damage as a result of an act of terrorism. The pain and suffering caused as a result of an act of terrorism shall be compensated at the expense of the persons who committed it.

2. The damage inflicted in the course of suppressing an act of terrorism by lawful actions shall be compensated from the federal budget in compliance with the laws of the Russian Federation according to the procedure established by the Government of the Russian Federation.

3. The damage inflicted in the course of suppressing an act of terrorism by lawful actions to the health and property of a person participating in the act of terrorism, as well as the damage caused by the death of this person, shall not be reimbursable.

#### **ARTICLE 19**

##### **SOCIAL REHABILITATION OF VICTIMS OF AN ACT OF TERRORISM AND PERSONS PARTICIPATING IN THE STRUGGLE AGAINST TERRORISM**

1. The social rehabilitation of victims of an act of terrorism, as well as of the persons specified in Article 20 of this Federal Law, shall include psychological, medical and professional rehabilitation, legal aid, employment assistance and the provision of housing, shall be effected for the purpose of social adaptation of victims of an act of terrorism and for the purpose of their integration into society and shall be financed from the federal budget according to the procedure determined by the Government of the Russian Federation as well as from the budget of the constituent entity of the Russian Federation on whose territory the act of terrorism was committed and from other sources provided for by the laws of the Russian Federation.

2. For the persons specified in Article 20 of the present Federal Law other rehabilitation measures, apart from social rehabilitation, could be provided for in the federal laws and other regulatory legal acts of the Russian Federation.

#### **ARTICLE 20**

##### **CATEGORIES OF PERSONS PARTICIPATING IN THE STRUGGLE AGAINST TERRORISM WHO ARE SUBJECT TO LEGAL AND SOCIAL PROTECTION**

1. Persons participating in the struggle against terrorism shall be protected by the State and shall be subject to legal and social protection. The said persons shall include:

1) military servicemen, officials and specialists of the federal executive bodies and other state bodies engaged in the struggle against terrorism;

2) persons assisting on a permanent or temporary basis the federal executive bodies engaged in the struggle against terrorism in detecting, preventing, suppressing, disclosing and investigating acts of terrorism and reducing to a minimum the consequences thereof ;

3) family members of the persons specified in Items 1 and 2 of this Part, if the need for their protection is caused by the participation of the said persons in the struggle against terrorism.

2. Social protection of the persons participating in the struggle against terrorism shall be provided with respect of the legal status of such persons established by the federal laws and other normative legal acts of the Russian Federation and in the procedure set by the Government of the Russian Federation.

#### **ARTICLE 21**

##### **REPARATION FOR DAMAGES TO THE PERSONS PARTICIPATING IN THE STRUGGLE AGAINST TERRORISM AND MEASURES OF SOCIAL PROTECTION THEREOF**

1. Reparation shall be made for damage caused to the life, health and property of the persons specified in Article 20 of this Federal Law in connection with their participation in the struggle against terrorism in compliance with the laws of the Russian Federation in the procedure established by the Government of the Russian Federation.

2. In the event of death of a person who participated in counterterrorist activities, a



one-time allowance in the amount of six hundred thousand roubles shall be paid to the family members and the dependants of the deceased, and they shall be guaranteed that their position in the waiting list for the provision of housing and the compensation in respect of their payment for rent and public utilities expenses shall be preserved, if they were entitled to such compensations. Disabled family members and the dependants of the deceased shall be granted pensions due to the loss of the breadwinner.

3. If a person who participated in counterterrorist activities was injured and has become disabled this person shall be paid from the federal budget a one-time allowance in the amount of three hundred thousand roubles and granted a pension in compliance with the legislation of the Russian Federation.

4. If a person who participated in counterterrorist activities received a wound which did not lead to a disability, this person shall be paid a one-time allowance in the amount of one hundred thousand roubles.

5. If the property of a person who participated in counterterrorist activities was lost or damaged, this person shall be entitled to the reimbursement of its value according to the procedure established by the Government of the Russian Federation.

6. If in compliance with the legislation of the Russian Federation a number of grounds exist for making the said one-time payments only one allowance shall be paid at the recipient's choice.

## ARTICLE 22

### LAWFUL INFLICTION OF DAMAGE

Depriving a person who is committing a terrorist act of life, as well as causing damage to the health and property of such person or to other legitimate interests of individuals, the public or the State, while suppressing a terrorist act or taking other measures pertaining to the struggle against terrorism by means of the actions provided for or allowed by the legislation of the Russian Federation, shall be lawful.

## ARTICLE 23

### PRIVILEGED CALCULATION OF THE LONG SERVICE RECORD, GUARANTEES AND COMPENSATIONS FOR PERSONS PARTICIPATING IN THE STRUGGLE AGAINST TERRORISM

1. The long service record (working record) of the military servicemen and employees of the federal executive bodies who carry out (have carried out) service in the subdivisions that are directly engaged (have been directly engaged) in



the struggle against terrorism shall be calculated for granting pensions by way of counting one day of service as being equal to a day and a half, while the time of direct participation in counterterrorist operations shall be calculated by way of counting one day of service as being equal to three days thereof.

2. Periods of direct participation of military servicemen and officials of the federal executive bodies and of other state bodies in counterterrorist operations for privileged calculation of the long service record (working record) as regards granting pensions shall be established according to the procedure determined by the Government of the Russian Federation.

3. The President of the Russian Federation and the Government of the Russian Federation shall establish for the military servicemen and officials of the federal executive bodies and of other state bodies directly participating in the struggle against terrorism bonuses above the salaries corresponding to their military posts (official salaries) and may grant them additional guarantees and compensations.

#### **ARTICLE 24**

##### **LIABILITY OF ORGANISATIONS FOR PARTICIPATION IN TERRORISM**

1. The establishment and activities in the Russian Federation of organisations whose goals or actions are aimed at the promotion, justification or support of terrorism or at committing the crimes provided for by Articles 205, 206, 208, 211, 277-280, 282.1, 282.2 and 360 of the Criminal Code of the Russian Federation shall be prohibited.

2. An organisation shall be recognised as terrorist and shall be subject to liquidation (and its activities shall be subject to prohibition) by court decision on the basis of a request of the Prosecutor General of the Russian Federation or of the prosecutor subordinate to him if on behalf or in the interests of this organisation the crimes provided for by Articles 205, 206, 208, 211, 277-280, 282.1, 282.2 and 360 of the Criminal Code of the Russian Federation are arranged, prepared and committed, as well as if the said actions are committed by a

person who controls the exercise by this organisation of its rights and discharge of its duties. A court decision to liquidate the organisation (to prohibit its activities) shall extend to regional and other structural subdivisions of the organisation.

3. The property of the organisation liquidated for the reasons provided for by this Article, left after satisfying the creditors' claims, shall be subject to confiscation and for the benefit of the State according to the procedure established by the Government of the Russian Federation. The decision to confiscate the said property for the benefit of the State shall be taken by court concurrently with the decision to liquidate the organisation.

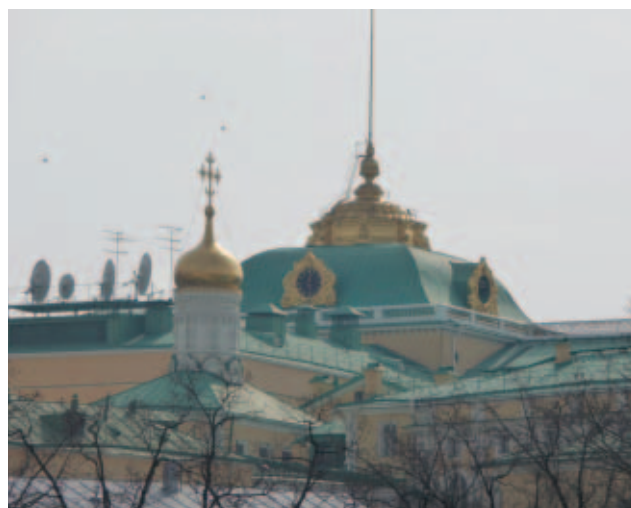
4. The provisions of this Article shall extend to foreign and international organisations, as well as to their branches, affiliates and representative offices in the Russian Federation.

5. The federal executive body in charge of security shall keep a unified federal list of organisations, including foreign and international organisations, found to be terrorist ones by the courts of the Russian Federation. The said list shall be subject to publication in the official periodicals determined by the Government of the Russian Federation.

#### **ARTICLE 25**

##### **REMUNERATION FOR ASSISTANCE IN THE STRUGGLE AGAINST TERRORISM**

1. Monetary remuneration may be paid from the federal budget to persons providing assistance



in the detection, prevention, suppression, disclosure and investigation of an act of terrorism, in the detection and apprehension of persons who are preparing or committing such act or of those who have committed such act.

2. The financial sources for the monetary remuneration shall be determined by the Government of the Russian Federation.

3. The sums of, grounds and procedure for paying the monetary remuneration shall be determined by the federal executive body in charge of security.

**ARTICLE 26**  
**ON DECLARING INVALID CERTAIN LEGISLATIVE**  
**ACTS (PROVISIONS OF LEGISLATIVE ACTS)**  
**OF THE RUSSIAN FEDERATION**

1. As of the date of entry into force of this Federal Law the following shall be declared invalid:

1) Articles 1-16, 18, 19, 21 and 23-27 of Federal Law No. 130-FZ of July 25, 1998 “On the Struggle against Terrorism” (Sobranie Zakonodatelstva Rossiyskoi Federatsii, 1998, No. 31, Article 3808);

2) Federal Law No. 144-FZ of November 21, 2002 “On Additions to the Federal Law ‘On the Struggle against Terrorism’” (Sobranie Zakonodatelstva Rossiyskoi Federatsii, 2002, No. 47, Article 4634);

3) Article 33 of Federal Law No. 86-FZ of June 30, 2003 “On Amendments and Additions to Certain Legislative Acts of the Russian Federation, Declaring Invalid Certain Legislative Acts of the Russian Federation and Providing Certain Guarantees to Officials of the Internal Affairs Bodies, the Bodies Monitoring the Circulation of Narcotics and Psychotropic Substances and the Federal Tax Police Bodies to Be Dissolved in Connection with Taking Measures Aimed at Improving State Administration” (Sobranie Zakonodatelstva Rossiyskoi Federatsii, 2003, No. 27, Article 2700).

2. The following shall be declared invalid as of January 1, 2007:

1) Federal Law No. 130-FZ of July 25, 1998 “On the Struggle against Terrorism” (Sobranie

Zakonodatelstva Rossiyskoi Federatsii, 1998, No. 31, Article 3808);

2) Item 22 of Article 4 of Federal Law No. 122-FZ of August 7, 2000 “On the Procedure for Establishing the Amount of Financial Student Aid and Social Payments in the Russian Federation” (Sobranie Zakonodatelstva Rossiyskoi Federatsii, 2000, No. 33, Article 3348);

3) Article 106 of Federal Law No. 122-FZ of August 22, 2004 “On Amendments to Legislative Acts of the Russian Federation and Declaring Invalid Certain Legislative Acts of the Russian Federation Due to the Adoption of the Federal Laws ‘On Amendments and Additions to the Federal Law ‘On the General Principles of the Organisation of Legislative (Representative) and Executive State Power Bodies of the Constituent Entities of the Russian Federation’ and ‘On the General Principles of the Organisation of Local Self-Government in the Russian Federation’” (Sobranie Zakonodatelstva Rossiyskoi Federatsii, 2004, No. 35, Article 3607).

**ARTICLE 27**  
**ENTRY OF THIS FEDERAL LAW INTO FORCE**

1. This Federal Law shall enter into force as of the date of the official publication thereof, except for Articles 18, 19, 21 and 23 of this Federal Law.

2. Articles 18, 19, 21 and 23 of this Federal Law shall enter into force as of January 1, 2007.







**DECREE OF THE PRESIDENT OF THE RUSSIAN FEDERATION**  
**(dated February 15, 2006, No. 116)**  
**ON COUNTERTERRORISM MEASURES**

*(amended as of August 2, 2006., November 4, 2007.,  
February 29, August 8, 2008., June 4, November 10, 2009)*

With the aim of improving state regulation in the sphere of countering terrorism it is resolved:

1. To set up a National Antiterrorist Committee (hereinafter - the Committee).

2. To resolve that the Chairman of the National Antiterrorist Committee (hereinafter - the Committee Chairman) shall be represented by the Head of the Federal Security Service of Russian Federation.

3. To set up Antiterrorist Commissions in Russian Federation subjects to coordinate the activities of territorial services of the federal

executive powers, executive bodies of Russian Federation subjects and local self-regulatory bodies and to eliminate the consequences of terrorist acts.

The heads of the abovementioned Antiterrorist Commissions in the Russian Federation subjects shall be represented by top Russian Federation executive officials (heads of the top executive state powers).

4. With the aim of planning the usage of power and forces of the Federal Executive Bodies and their local Counterterrorist Bodies, and regulating counterterrorist measures it is resolved to create:

a) Federal Operational Coordination Center – as part of the Committee;

b) Operational Coordination Center in Russian Federation subjects.

4.1. Charge with regulatory functions the Operational Coordination Center in the Russian Federation subjects, serving as territories where special forces for the location and termination of terrorist activities, groups and organizations, individuals, taking part in terrorist activities in the North-Caucasian Region of Russian Federation, are dislocated.

Charge the Operational Coordination Center of the Chechen Republic with the additional function of organizing planning of the usage of allocated forces and means of the Counterterrorist North-Caucasian United Group of military forces (hereinafter – the United Group) on the territory of the Chechen Republic.

The Head of the United Group shall carry out the orders of the head of the Operational Coordination Center in the Chechen Republic as part of resolving the tasks and upon the request of the head of the abovementioned Coordination Center to allocate the necessary forces and means including maintenance and technical support. To provide forces and means, necessary to implement counterterrorist operation, upon the request of the heads of Operational Coordination Center in the Russian Federation subjects, bordering on the Chechen Republic, and with consent of the operational Coordination Center of the Chechen Republic.

Attracting forces and means of the United group to participate in counterterrorist operations held on the territories of the Russian Federation subjects, situated within the domain of the Southern Federal District but not bordering on the Chechen Republic, shall commence at the decision of the Federal Operational Coordination Center in compliance with the request of the head of the operational Coordination Center situated in the corresponding Russian Federation subject.

5. It is stipulated, that:

a) the decisions of the Federal Operational Coordination Center, taken in accordance with its competencies, are mandatory for all state

authorities, the representatives of which are its members or members or members of Operational Coordination Center in Russian Federation subjects;

b) the decisions of Operational Coordination Center of Russian Federation subjects, taken in accordance with their competencies, are mandatory for all state authorities whose representatives are its members.

6. It is stipulated, that:

a) the heads of the Federal Operational Headquarters appoints the Head of the Committee;

b) the heads of the Operational Coordination Center in Russian Federation subjects shall be the heads of territorial entity bodies of the Russian Federation Federal Security Service in the corresponding Russian Federation subjects, if not otherwise stipulated by the head of the Committee;

c) this subparagraph has become void in accordance with the Decree of the Russian Federation President, dated November 10, 2009, № 1267;

d) general supervision and regulation the United Group activities shall be carried out by the Russian Federation Minister of the Interior.

7. This paragraph has become void in accordance of the Decree of the Russian Federation President, dated August 2, 2006, № 832 s.

7.1. The Ministry of the Interior of the Russian Federation and the Ministry of Defense of the Russian Federation shall by December 15, 2006 jointly present proposals on the reorganization of the United group, considering the possibilities of stage-by-stage withdrawal in the years 2007-2008 of military units of the Russian Federation Ministry of the Interior and the Russian Federation Ministry of Defense, temporarily located in the Chechen Republic.

8. Reorganize the Commission on Coordinating the Activities of Federal Bodies of Executive Powers of the Southern Federal District, established by the order of the Russian Federation President, dated September 13, 2004, № 421-RP, into the Commission on the Improvement of Socio-Economic Situation in the Southern Federal District.

The Authorised Representative of the Russian





Federation President in the Southern Federal District shall within a period of 2 weeks' present for endorsement a draft document containing proposals on staff and provisions of the abovementioned Commission.

8.1. Reorganize the permanently working groups of operational regulation and supervision within the Antiterrorist Commissions in Russian Federation subjects, located in the Southern Federal District, into groups of operational control within the Operational Coordination Center in Russian Federation subjects, located on the territory of the Southern Federal District.

9. To establish, that in case of a terrorist attack on within a municipal area urgent measures on curbing the terrorist attack, prior to commencing activities of the abovementioned Operational Coordination Center (paragraph 4 of the given Decree), shall be taken by the head of the corresponding unit of the Federal Security Service, dislocated in the area, or in case of absence of the abovementioned figure, the necessary measures shall be taken by the head of the relevant Interior Ministry body of the Russian Federation.

10. Endorse the attached:

- a) National Antiterrorist Committee constitution;
- b) Structure / membership of the National Antiterrorist Committee;

c) Structure / membership of the Antiterrorist Commission in Russian Federation subjects;

d) Staff of the Federal Operational Coordination Center by official positions;

e) Structure / membership of the Operational Headquarters in Russian Federation subjects;

f) this subparagraph has become void as of November 10, 2009 in accordance with the Decree of the Russian Federation President No. 1267.

11. For the provision of maintenance, technical support and organizational support of the Committee, Federal Operational Coordination Center and Operational Coordination Center in Russian Federation subjects, it is stipulated to set up:

a) as part of the Federal Security Service - an apparatus of the National Antiterrorist Committee;

b) within the Federal Security Service - an apparatus of the relative Operational Headquarters.

12. Stipulate that:

a) provisions and procedures of the Antiterrorist Commission within the Russian Federation subject are endorsed by the Head of the Committee;

b) organizational material and technical support of the activities of antiterrorist commissions in Russian Federation subjects shall be provided by top executive officials (top executives / authorities of state power) of Russian Federation subjects.

13. Increase staff members of the central apparatus:

a) Russian Federation Federal Security Service by 300 staff members;

b) Russian Federation Federal Security Guards service by 7 staff members.

14. Stipulate that:

a) the structures of the apparatus of the Committee, Federal Operational Coordination Center and Operational Coordination Center in Russian Federation subjects, staff members and provisions for recruiting are determined by the Director / Head of the Federal Security Service of the Russian Federation;

b) staff position in the apparatus of the



Committee, Federal Operational Coordination Center and Operational Coordination Center in Russian Federation subjects may become subject to substitution with federal state authorities' officials, including those of military staff of the Federal Security Services of the Russian Federation, in accord and upon consent of the abovementioned bodies.

15. The Chairman of the Committee, Heads of Federal Operational Coordination Center and Operational Coordination Center in Russian Federation subjects shall, within a period of one month, establish and approve their membership.

16. The Chairman of the Committee:

a) shall, within the period of 2 months, endorse:

the provisions on the Federal Operational Coordination Center in Russian Federation subjects, as well as their structure;

the provisions on the apparatus of the Committee, Federal Operational Coordination Center in Russian Federation subjects, as well as their structure;

b) within the period of 3 months introduce proposals (in accordance with established procedures) on improving regulation and control over counterterrorist operations on the territory of the North-Caucasian region of the Russian Federation;

c) within the period of 4 months endorse the provisions on the Russian Federation - subject Antiterrorist Commission and its procedures.

17. The Government of the Russian Federation shall:

a) within the period of 2 months introduce proposals on bringing the Acts of the Russian Federation President in accord with the given Decree;

b) within the period of 3 months settle financial, material, technical and other issues, connected with the realization of the given Decree.

c) shall bring its regulatory legal acts in conformity with the present Decree.

18. The Federal Security Service of the Russian Federation shall, within the period of 2 months, introduce (in accordance with a set procedure) the following proposals:



a) on the amendments to be introduced into the Provisions on the Federal Security Service of Russian Federation;

b) on the amendments to be introduced in military posts and positions, subject to substitution by higher ranking officers in the bodies of Federal Security Service;

c) on the changes in the general amount of military posts and positions, subject to substitution by colonels (captains of the 1st rank) in the bodies of Federal Security Service.

19. To accept as void:

order of the Russian Federation President No. 421-RP, dated September 13, 2004 "On establishment of the Commission on Issues of Coordination of the Federal Executive Bodies in the Southern Federal District" (Meeting of the Legislative Body of Russian Federation. 2004. No. 38. Clause. 3792);

order of the Russian Federation President No. 511-RP, dated October 29, 2004 "On changes in the composition of the Commission on Issues of Coordination of the Federal Executive Bodies in the Southern Federal District, endorsed by the order of the Russian Federation President No. 421-RP, dated September 13, 2004 (Meeting of the Legislative Body of Russian Federation. 2004. No. 44. Clause. 4345);

order of the President No. 62-RP, dated February 18, 2005 "On the Commission on Issues of Coordination of Activities of the Federal Executive Powers in the Southern Federal District" (Meeting of the Legislative Body of Russian Federation. 2005. No. 8. Clause 646).

20. The given Decree enters into force on the date of the entry into force of the Federal Law "On Countering Terrorism".

## THE NATIONAL ANTITERRORISM COMMITTEE CONSTITUTION

**Dated from August 2, 2006**

*(Approved by the NO. 116 Presidential Decree in February 15, 2006 and amended in August 2, 2006 and November 4, 2007)*

1. The National Antiterrorist Committee (hereinafter the Committee) will be an agency coordinating the activities of the executive bodies of the Russian Federation, its constituent entities and local government in countering terrorism and drafting relevant proposals for the President of the Russian Federation.

2. In the activity the Committee will be guided by the Russian Constitution, federal constitutional laws, federal statutes, Presidential decrees and directives, the orders and ordinances of the Russian Government, and this Statute.

3. The Committee will conduct its work in cooperation with federal executive bodies, Counterterrorism commissions in the constituent entities of the Russian Federation, with the executive bodies in the Russian Federation constituent entities, local government and also with public associations and organizations.

4. The Committee's main objectives are:

a) to formulate proposals for the President of the Russian Federation aimed at shaping the state policy on counterterrorism and modernizing the Russian Federation legislation in this area;

b) to coordinate counterterrorist efforts of federal executive bodies, counterterrorist commissions in the Russian Federation constituent entities and to organize their interaction with the executive bodies of the Russian Federation constituent entities, local government, public associations and organizations;

c) to elaborate measures to counter terrorism, remove the causes and conditions that promote it including steps to ensure the protection and safety of potential targets against terrorist attacks;

d) to participate in international

counterterrorist efforts including the drafting of international treaties of the Russian Federation in this area;

e) to formulate proposals for providing social protection to those who combat terrorism and/or those involved in this activity, and securing social rehabilitation for those who have suffered from acts of terror;

f) to address other issues stipulated by the counterterrorist laws of the Russian Federation.

5. To implement their objectives the Committee will have the right:

a) to make decisions pertaining to the organization, coordination, improvement and assessment of the federal executive bodies' counterterrorist activities and efficacy and exercise control over their execution;

b) to request and receive all necessary material and information from the executive bodies of the Russian Federation, its constituent entities, local government, public associations, organizations and officials;

c) to set up working groups to study counterterrorist issues and to draft relevant Committee resolutions;

d) to attract officials and specialists of the executive bodies of the Russian Federation, its constituent entities, local government and also representatives of public associations and organizations (with their consent);

e) to initiate proposals on issues that require solution by the Russian Federation President or the Russian Federation Government in accordance with the established procedure.

6. The Committee will be headed by the National Counterterrorism Committee

chairman (hereinafter Committee Chairman). The Committee Chairman's decisions will be made in written form.

The Committee Chairman will have the right to reward individuals and entities that have distinguished themselves in countering terrorism by giving them valuable gifts including presents engraved with their own names, letters of commendation from the Committee, pectoral and lapel pins of honor or by commending their merits in public on behalf of the National Antiterrorism Committee.

Statute on the Committee awards and the description thereof will be approved by the Committee.

Award and gift funds will be formed to decorate individuals and entities that have distinguished themselves in countering terrorism.

7. The Committee will conduct its activities on a planned basis according to the regulations approved by the Committee Chairman.

8. The Committee will meet not less than once every two months. If need be, the Committee may meet for emergency sessions upon the Committee Chairman's decision.

9. Committee members will be required to attend Committee meetings without fail.

Committee members will have equal rights in discussing issues on the meeting agenda.

Committee members may not have the right to delegate their powers to other persons. Should he/she be unable to attend the meeting in person a Committee member will have to notify the Committee Chairman about this well in advance.

In case of a Committee member's inability to attend a meeting a person who will perform his duties, may attend, upon approval from the Committee Chairman, the meeting with a deliberative vote.

A Committee meeting will be considered technically quorate providing more than half



of its members is present at the meeting.

Depending on the nature of issues to be discussed by the Committee, other persons may be invited to attend its meetings.

10. The Committee resolution will be duly recorded in the minutes to be signed by the Committee Chairman.

To implement the Committee's resolutions, drafts of Presidential decrees, directives and commissions as well as drafts of Russian Federation Government orders and ordinances may be prepared and submitted for consideration in the established order.

In case the above drafts have been considered and approved at the Committee's meeting, their endorsement by government agencies whose representatives attended the meeting, will be unnecessary when submitting these drafts for consideration in due order.

Federal executive bodies whose representatives sit on the Committee, will adopt acts (joint acts) to implement the Committee's decisions.

11. The Committee will have its own form with its official name and emblem.



## **STAFF OF THE NATIONAL ANTITERRORISM COMMITTEE, BY POSTS**

*(approved by Decree No. 116 of the President of the Russian Federation, on February 15, 2006; amended on August 2, 2006, November 4, 2007, August 8, 2008, April 22, 2010)*

Director of the FSB (chairman of the Committee).

Deputy Head of the Presidential Administration of the Russian Federation.

Minister of Internal Affairs of the Russian Federation (deputy chairman of the Committee).

Deputy Director of the FSB - Head of the National Antiterrorist Committee Central Office (deputy chairman of the Committee).

Deputy Chairman of the Council of Federation of the Federal Assembly of the Russian Federation (by agreement).

Deputy Chairman of the State Duma of the Federal Assembly of the Russian Federation (by agreement).

Deputy Chairman of the Russian Federation Government – Head of the administration of the Russian Federation Government.

Deputy Chairman of the Russian Federation Government, coordinating the work of federal bodies of the executive branch in sphere of development and implementation of governmental policy in the sphere of industrial development (with the exception of the defense industrial complex) and energy, governmental policy in the sphere of natural resources and environmental protection, as well as on issues relating to the monitoring of the ecological, technological, and atomic spheres.

Minister of the Russian Federation on issues of civil defense, emergency situations, and the liquidation of aftereffects of natural disasters.

Minister of Foreign Affairs of the Russian Federation.

Minister of Health and Social Development of the Russian Federation.

Minister of Telecom and Mass Communication of the Russian Federation.

Minister of Industry and Trade of the Russian Federation.

Minster of Transport of the Russian Federation.

Minister of Justice of the Russian Federation.

Director of the Russian Foreign Intelligence Service.

Director of the Russian State Anti-Narcotics Service.

Director of the Russian Federal Protective service.

Director of the Federal Service for Financial Monitoring.

Director of the Headquarters of the Armed Forces of the Russian Federation - first deputy Minister of Defense of the Russian Federation.

Deputy Secretary of the Defense Council of the Russian Federation.

## **STAFF OF ANTITERRORIST COMMISSIONS IN SUBJECTS OF THE RUSSIAN FEDERATION, BY OFFICIAL POSITIONS**

*(approved by Decree No. 116 of the President of the Russian Federation, on February 15, 2006; amended on August 2, 2006 and August 8, 2008)*

Top official (head of the superior executive authority) of the region of the Russian Federation (chairman of the commission).

Head of the Russian Federal Security Service Field Office (deputy head of the commission).

Representative of the legislative (representative) authority of the Russian Federation subject (by agreement).

Head of the Field Office of the Russian Ministry of Internal Affairs.

Head of the Main Directorate of the Russian Ministry of Emergency Situations in the

subject of the Russian Federation.

Head of the Field Office of the Russian Federal Anti-Narcotics Service.

Head of the Center for Special Communications and Information of the Russian Federal Protective service in the subject of the Russian Federation.<sup>1</sup>

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<sup>1</sup> By the decision of the chairman of the antiterrorist commission of the region of the Russian Federation, the staff of the commission may also include other employees from federal executive bodies, field offices and governmental bodies of the subjects of the Russian Federation, by agreement with the relevant bodies.

## **STAFF OF THE FEDERAL OPERATIONAL COORDINATION CENTER, BY OFFICIAL POSITIONS**

*(approved by Decree No. 116 of the President of the Russian Federation, on February 15, 2006; amended on August 2, 2006, November 4, 2007, August 8, 2008, June 4, 2009)*

Chief of the Coordination Center.

Minister of Internal Affairs of the Russian Federation (deputy chief of the Coordination Center).

Deputy Director of the FSB of Russia – Head of the National Antiterrorist Committee Central Office (deputy chief of Coordination Center).

Minister of Defense of the Russian Federation.

Minister of the Russian Federation on issues of civil defense, emergency situations, and liquidation of aftereffects of natural disasters.

Minister of Foreign Affairs of the Russian Federation.

Director of the Russian Foreign Intelligence Service.

Director of the Russian Federal Anti-Narcotics Service.

Director of the Russian Federal service of protection.

Director of the Federal Service for Financial Monitoring.

Chief of the General Headquarters of the Armed Forces of the Russian Federation – first deputy Minister of Defense of the Russian Federation.

Deputy Secretary of the Security Council of the Russian Federation.

Deputy Minister – commander-in-chief of the internal troops.

## STAFF OF OPERATIONAL HEADQUARTERS IN A SUBJECT OF THE RUSSIAN FEDERATION, BY OFFICIAL POSITIONS

*(approved by Decree No. 116 of the President of the Russian Federation, on February 15, 2006; amended on August 2, 2006, August 8, 2008, November 10, 2009)*

Head of the Field Office of the FSB of Russia (chief of headquarters)<sup>1</sup>.

Head of the Field Office of the Russian Ministry of Internal Affairs (deputy director of headquarters).

Head of the Main Directorate of the Russian Ministry of Emergency Situations of the region of the Russian Federation.

Representative of the Armed Forces of the Russian Federation (by agreement).

Director of the territorial body of the

<sup>1</sup> Unless the chairman of the National Antiterrorism Committee has not chosen otherwise.

Russian Federal Anti-Narcotics Service.

Director of the Center for Special Communications and Information of the Russian Federal service of protection in the region of the Russian Federation.

Deputy of the top official (head of the superior governmental authority) of the subject of the Russian Federation<sup>2</sup>.

<sup>2</sup> By the decision of the chairman of the antiterrorism commission of the region of the Russian Federation, the staff of the commission may also include other employees from federal executive, field offices and governmental bodies of the subjects of the Russian Federation, by agreement with the corresponding bodies.





## STAFF COMPOSITION OF THE NATIONAL ANTITERRORISM COMMITTEE



### **Army General Aleksandr Vasilievich BORTNIKOV**

Chairman of the National Antiterrorism Committee,  
Director of the Russia's FSB.

Born on 15 November 1951 in Perm, Russia / USSR.

Graduated from the Leningrad Institute of Railway Transport Engineers.

Enlisted in the state security apparatus since 1975.

Appointed to his current position in May 2008.



### **Aleksandr Dmitrievich BEGLOV**

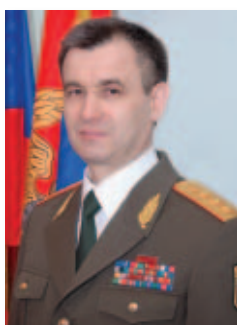
Deputy Head of the Russian Federation Presidential Administration

Born on 19 May 1956 in Baku, Azerbaijan / USSR.

Graduated from the Leningrad Institute of Engineering and Construction  
and the Northwestern Academy of Government Service.

Ph.D. in Technical Sciences.

Appointed to his current position in May 2008.



### **Army General Rashid Gumarovich NURGALIYEV**

Deputy Chairman of the National Antiterrorism Committee,  
Russian Federation Minister of Interior.

Born on 8 October 1956 in Zhetygar, Kustanay Region, Kazakhstan / USSR.

Graduated from the Kuusinen Petrozavodsk State University.

Ph.D. in Economics.

Enlisted in the state security apparatus since 1981.

Appointed to his current position in March 2004.



### **Colonel General Vladimir Grigorievich KULISHOV**

Deputy Chairman of the National Antiterrorism Committee,  
Head of the NAC Central Office / Deputy Director, Russia's FSB.

Born on 20 July 1957 in the Rostov Region, Russia / USSR.

Graduated from the Kiev Institute for Civil Aviation Engineers  
and Dzerzhinsky KGB Higher School (Moscow).

Ph.D. in Technical Sciences.

Enlisted in the state security apparatus since 1982.



**Aleksandr Porfirievich TORSHIN**

First Deputy Chairman of the Council of Federation Federal Assembly, of the Russian Federation.

Position of govt. service: Russian Federation State Counselor, 1 Class.

Born on 27 November 1953 in the Kamchatka Region, Russia / USSR.

Graduated from the National Correspondence Institute of Law and Refresher Training Center of the Moscow State University.

Ph.D. in law, associate professor.



**Yury Nikolaevich VOLKOV**

Deputy Chairman of the State Duma of Federation Federal Assembly, of the Russian Federation.

Position of govt. service: Russian Federation State Counselor, 3 Class.

Born on 19 September 1954 in Leningrad, Russia / USSR.

Graduated from the Zhdanov State Institute (Leningrad).



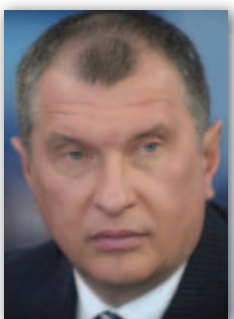
**Sergei Semyonovich SOBYANIN**

Deputy Chairman of the Government of the Russian Federation – Head of the administration of the Russian Federation Government.

Born June 21, 1958 in Nyaksimvol, Berezovsky Region of the Tyumen Region.

Graduated from the Kostroma Technical Institute and the National Correspondence Institute of Law. Ph.D. in Law.

Deputy chairman of the Government of the Russian Federation – director of the administration of the Government of the Russian Federation since 2008.



**Igor Ivanovich SECHIN**

Deputy Chairman of the Russian Federation Government.

Born on 7 September 1960 in Leningrad, Russia / USSR.

Graduated from the Leningrad State University.

Ph.D. in Economics.

appointed Deputy Chairman of the Russian Federation Government since May 2008.



**Army General Sergei Kuzhugetovich SHOIGU**

Minister of the Russian Federation on issues of civil defense, emergency situations, and the liquidation of aftereffects of natural disasters.

Born on 21 May 1955 in Chadan, Autonomous Republic of Tuva / USSR.

Graduated from the Krasnoyarsk Politechnical Institute.

Ph.D. in Economics.

Appointed to his current position in 1994.



**Sergei Viktorovich LAVROV**

Minister of Foreign Affairs of the Russian Federation.

Born on 21 March 1950 in Moscow, Russia / USSR.

Graduated from the Moscow State Institute of International Relations of the USSR MFA.

Appointed to his current position in 2004.

Rank of diplomatic service: Russian Federation Ambassador Extraordinary and Plenipotentiary.



**Tatiana Alekseyevna GOLIKOVA**

Minister of Healthcare and Social Development of the Russian Federation.

Born on 9 February 1966 in Mytishi, Moscow Region, Russia / USSR.

Graduated from the Plekhanov Institute of People's Economy (Moscow).

Doctor of Economics.

Appointed to his current position in 2007.



**Igor Olegovich SHCHEGOLEV**

Minister of Telecom and Mass Communication of the Russian Federation.

Born on 10 November 1965 in Vinnitsa, Ukraine / USSR.

Graduated from the Maurice Thorez State Institute of Foreign Languages (Moscow) and the University of Leipzig, Germanics Department.

Appointed to his current position in May 2008.



**Viktor Borisovich KHRISTENKO**

Minister of Industry and Trade of the Russian Federation.

Born on 28 August 1957 in Chelyabinsk, Russia / USSR.

Graduated from the Chelyabinsk Polytechnical Institute.

and the Academy of National Economy under the Russian Federation Government.

Doctor of Economics.

Appointed to his current position in May 2004.



**Igor Yevgenievich LEVITIN**

Minister of Transport of the Russian Federation.

Born on 21 February 1952 in Tsebrikovo, Odessa Region, Ukraine / USSR.

Graduated from the Higher Military Command School of Railway Troops and the Military Academy of Logistics and Transport

Ph.D. in Economics.

Appointed to his current position in May 2004.



**Aleksandr Vladimirovich KONOVALOV**

Minister of Justice of the Russian Federation.

Position of govt. service: Russian Federation State Counselor, 1 Class.

Born on 9 June 1968 in Leningrad, Russia / USSR.

Graduated from the St. Petersburg State University.

Ph.D. in Law.

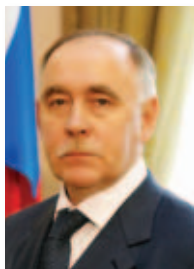
Appointed to his current position in May 2008.





**Mikhail Yefimovich FRADKOV**

Director of the Russian Federation Foreign Intelligence Service (SVR).  
Born on 1 September 1950 in Kurumoch, Kuibyshev Region, Russia / USSR.  
Graduated from the Moscow Machine Engineering Institute  
and the Academy of Foreign Trade.  
Ph.D. in Economics.  
Appointed to his current position in October 2007.



**Viktor Petrovich IVANOV**

Director of the Russian Federation Federal Service of Drug Control (FSKN).  
Born on 12 May 1950 in Novgorod, Russia / USSR.  
Graduated from the Bonch-Bruyevich Electrotechnical Institute (Leningrad).  
Enlisted in the state security apparatus since 1977.  
Appointed to his current position in May 2008.



**Army General Yevgeny Alekseyevich MUROV**

Director of the Russian Federation Federal Security Guard Service (FSO).  
Born on 18 November 1945 in Zvenigorod, Moscow Region, Russia / USSR.  
Graduated from the KGB Red Banner Institute.  
Enlisted in the state security apparatus since 1971.  
Appointed to his current position in May 2000.



**Yury Anatolievich CHIKHANCHIN**

Director of the Russian Federation Federal Service for Financial Monitoring (FSFM).  
Born on 17 June 1951 in Krasnoyarsk, Russia / USSR.  
Graduated from the Siberian Technical Institute.  
Ph.D. in Economics.  
Appointed to his current position in May 2008.



**Army General Nikolay Yegorovich MAKAROV**

Chief of the General Staff, Russian Federation Armed Forces,  
First Deputy Minister of Defense of the Russian Federation.  
Born on 7 October 1949 in Glebovo, Ryazan Region, Russia / USSR.  
Graduated from the Frunze Military Command Academy (Moscow)  
and the Russian Federation General Staff Academy.  
Ph.D. in Political Sciences.  
Appointed to his current position in June 2008.



**Colonel General Valentin Alekseyevich SOBOLEV**

Deputy Secretary of the Russian Federation Security Council.  
Born on 11 March 1947 in Gudri-Olum, Kyzyl-Atrek Dist., Turkmenistan / USSR.  
Graduated from the Moscow Institute of Engineering and Construction  
and the Dzerzhinsky KGB Higher School (Moscow).  
Appointed to his current position in 1999.

# NATIONAL ANTITERRORISM COMMITTEE CENTRAL OFFICE



NAC on duty administrator:  
telephone: (495) 691-0249  
fax: (495) 697-9743

## **PRESIDENTIAL DECREE ON THE ESTABLISHMENT OF THE NATIONAL ANTITERRORIST COMMITTEE EMBLEM dated April 08, 2006, № 838**



With a view to implement a uniform state policy in the field of heraldry I hereby decree:

1. To establish the emblem of the National Antiterrorism Committee.
2. To approve the documents enclosed herewith:  
Statute on the National Antiterrorism Committee Emblem;  
Description and the Drawing of the National Antiterrorism Committee Emblem.
3. To establish that all the expenditures involved with the creation of the National Antiterrorism Committee emblem, shall be covered by the funds from the Federal budget earmarked for the upkeep of the Federal security service agencies (FSB).
4. The present Decree will become effective from the date of its official publication.

### **STATUTE ON THE EMBLEM OF THE NATIONAL ANTITERRORISM COMMITTEE**

1. The emblem of the National Antiterrorism Committee (hereinafter, the Committee) is an official symbol indicating Committee membership.

2. The Committee emblem (hereinafter, the emblem) is located in the offices of the Committee chairman and his Deputy - head of the Committee administration.

3. The emblem may be placed on angular and horizontal stamps or forms with angular and horizontal Committee stamps (except cases which require use of the State Emblem of the Russian Federation).

4. The emblem image may be used on print, advertising and informational and souvenir products published/ manufactured at the request of the Committee, and also on film-video- and photo materials produced by the Committee.

5. Other instances of emblem use will be determined by the Committee Chairman.

### **DESCRIPTION OF THE NATIONAL ANTITERRORISM COMMITTEE EMBLEM**

A triangular, silver shield with a tapered end at the bottom and inwardly rounded upper corners and nine silver rivets along its edges. The upper part of the shield displays a double-headed eagle each head crowned holding in his dexter talon a sceptre and in his sinister talon a globus cruciger ensigned by a imperial crown. With his wings spread out upward, the eagle is charged on the breast with a red es-cutcheon representing a horseman slaying a dragon with his spear. The lower part of the field has an inscription embossed in silver letters: NATIONAL ANTITERRORISM COMMITTEE.

The abbreviation NAC may be used for the NATIONAL ANTITERRORISM COMMITTEE.

The emblem of the National Counterterrorism Committee may be executed in black and white.





## **STATUTE ON THE HERALD OF THE NATIONAL ANTITERRORISM COMMITTEE**

*(enacted by the resolution of the National Antiterrorism Committee  
at its 16 th session in October 14, 2008)*

### **I. GENERAL PROVISIONS**

1. The Herald of the National Antiterrorism Committee (hereinaf ter called the Herald) is a open scientific and practical periodical printed publication designed to inform members of the National Antiterrorist Committee (hereinafter the Committee), the Federal Operational Coordination Center (hereinafter referred to as FOCC), authorized representatives of the Russian Federation President in the federal districts, chairmen of the Antiterrorist commissions in the Russian Federation constituent entities and other public officials involved within their terms of reference in countering terrorism, and also to provide

(unclassified) counterterrorist material to a large number of scientific and educational institutions, public associations, organizations and community groups concerned.

2. The Herald contents will be predominantly based on materials supplied by federal executive bodies the heads of which are Committee members. The publication will carry analytical documents and research papers on counterterrorist issues, results of studies of interaction between regional and federal executive bodies, public institutions involved in counterterrorist efforts, guidelines on new forms of civil technologies to counter terrorism, amendments in the relevant legislation and other material.

3. The Herald will be published once or twice a year, each issue containing an equivalent of up to one hundred pages of typewritten text with a circulation of up to one thousand copies.

4. The Herald structure and contents, issue preparation and publication will be supervised by the editorial board and its task team.

5. Authorization for the publication of each issue will be given by the Editorial Board chairman or his deputy.

6. The Herald will be printed, bound and duplicated at the FSB Book-Journal Publishers Granitsa.

7. The Herald circulation will be dispatched by the Committee administration secretariat based on the subscription list drawn by the task team and approved of by the management of the Committee administration.

8. When no longer needed, the back issues of the Herald will be destroyed on the spot in accordance with the established order.

9. Proposals concerning material to be published in next year's issue of the Herald, shall be sent to the task team before November 20 of the current year. They should include the subject (title) of the articles planned for publication, quarterly material submission dates, surnames, positions held by those responsible for the publication and their contact telephone number.

## II. EDITORIAL BOARD AND TASK TEAM

1. The Editorial Board shall be an organ of collective leadership in charge of issuing the Herald. The Editorial Board will be headed by its Chairman. The Chairman and Editorial Board members will monitor the reliability, objectivity, scientific justification and quality of the information contained in the Herald, and the compliance of the material to be printed with the Herald's publishing policies, participate in drawing up publication plans, selecting, analyzing, assessing and reviewing materials to be printed in the Herald.

2. The Editorial Board will include the first deputy head of the Committee administration, heads of the Committee administration departments, their deputies, experts from relevant state agencies and bodies the



representatives of which sit on the Committee (the list is to be agreed upon), leading staff researchers from Russia's FSB Academy and head of the task team.

3. In accordance with their line of business the Editorial Board members will be responsible for assessing and reviewing articles to be published. The results of this work be used to sum up yearly results of Herald publication.

4. Scientific articles in the Herald will be reviewed by top-level specialists in their own field of knowledge (except for articles by authors with a Ph.D. degree).

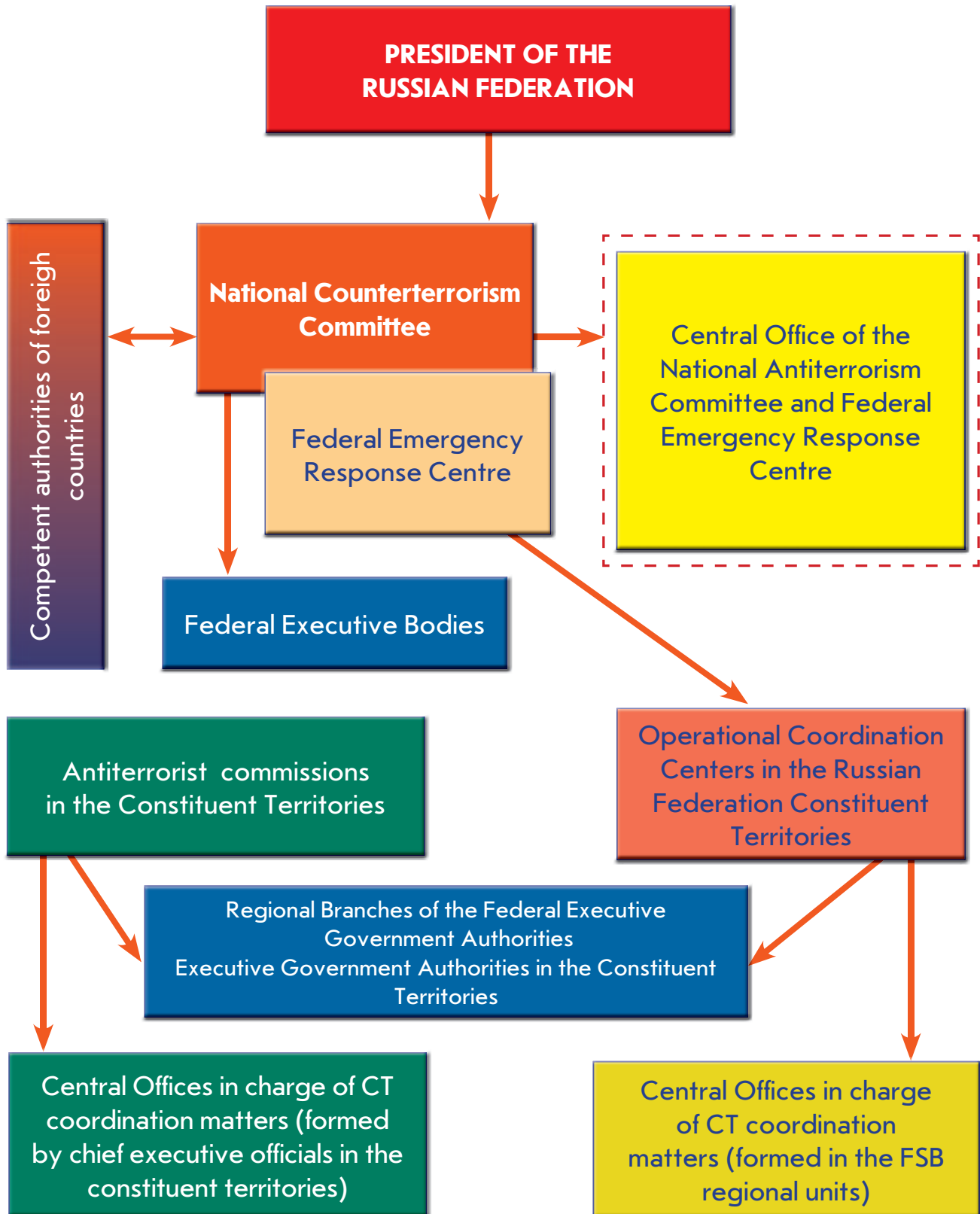
Reviews of scholarly articles shall assess the urgency and novelty of the subject matter, its relation with the Committee's activities, the degree of justification of its points, conclusions, and recommendations set forth in a paper, its reliability, potential practical uses of its material, the degree of in-depth coverage, entirety of material, the significance of its conclusions for science and practice, statements of the compliance of the article with the requirements and the expediency of its publication.

5. The task team will be composed of most competent employees of the committee administration.

6. The task team will gather, accumulate and sum up materials and formulate its proposals on the contents of a Herald number to be submitted to the Editorial Board for approval.

7. The Editorial Board will meet on fixed dates.

## SCHEME OF COUNTERTERRORIST ACTIVITIES COORDINATION IN THE RUSSIAN FEDERATION





# C

## COUNTER-TERRORISM IN THE RUSSIAN FEDERATION

*V.G. Kulishov, Deputy Chairman,  
Head of the National Antiterrorist Committee Central Office,  
PhD in Technical Sciences*

### NATIONAL ANTITERRORIST COMMITTEE: MAIN ACHIEVEMENTS

Starting from the 1990s into the 21st century, terrorism has turned into a major threat for both Russian and global security. As a response to this unprecedented spread of terrorism, Russia now has to offer a set of counterterrorism measures.

Improvement of legal basis for early warning measures as well as fighting terrorists has been the focus of the Russian state policy regarding state and

social security, under the National Security Strategy of the Russian Federation, adopted May 12, 2009.

Four years after the law “On the Counteraction of Terrorism” and the Presidential Decree “On Counterterrorism Measures” were passed in 2006, this legislation has brought counterterrorism in Russia to a new level, together with establishing new institutions such as the National



*“The creation of the National Antiterrorist Committee (NAC), the Federal Operational Coordinatoin Center (FOCC) and the related structures (regional counterterrorism commissions and operational headquarters) in different regions of the Russian Federation was a timely step that helped form new basis of the national counterterrorism system”.*

*V.G. Kulishov*

Antiterrorist Committee (NAC), the Federal Operational Coordination Center (FOCC) and their subordinate structures (regional antiterrorist commissions and operational headquarters). A new counterterrorism System has been implemented nation-wide in a timely fashion.

The main advantage of the System is unification of all federal-, regional- and city-level efforts to counteract terrorism, which is for the first time in Russia. These efforts include prophylactics against terrorism, prevention of attacks, and damage mitigation (liquidation). All constituent elements of the system are authorized to take measures in accordance with the corresponding regulations.

Today, we use a package approach, combining military strategic measures aimed at upgrading response to terrorist threats, as required by the law, with preventive measures taken to eliminate causes and conditions under which terrorism may emerge.

In the North Caucasian region, demilitarization and confiscation of arms, ammunition and explosives (sometimes on a remuneration basis) are underway.

In response to terrorist groups' appeals to the so-called 'global jihad' and 'infidel fighting' ideologies, the local authorities in charge of counterpropaganda and public awareness have strengthened cooperation with clerics at official religious institutions, leaders of national NGOs, and municipality social services.

In 2006 and 2007, after the NAC president had addressed to the armed group leaders with a proposal welcoming their decriminalization and voluntary surrender and a series of pardons had been issued and approved by the State Duma, a whole package of outreach, operational and other measures were

taken to persuade more than 560 former militants into surrender, those with no grave crimes in their records. All of them enjoyed amnesty, many returning to peaceful life and some being recruited by the law enforcement agencies and participate in the fight against terrorist underworld.

The tendency is still taking place despite the expiry of amnesty decisions, with more than 300 militants having surrendered to the authorities and repudiated criminal activities from 2007 till 2009.

Taking account of stabilization process in the Chechen Republic, active work is underway to bring former armed gang members hiding abroad as refugees (the ones who didn't take part in terrorist attacks, or murder, or other grave crimes) back to the Russian Federation.

Thus, U. Khambiyev (former health minister of the self-appointed republic of Ichkeria), B. Barayev, also known as Salamov (gang leader D. Umarov's spokesman in Europe), R. Ampukayev (director of the department for relations with the Vainakh community) came back to the Chechen Republic in 2008.

In April 2009, positive changes in the Chechen Republic made cancellation of counterterrorism regime possible on its entire territory.

The Russian leadership has developed a set of additional measures aimed at state support of social and economic development, for the regions comprising the Southern Federal District of the Russian Federation.

Certain investment projects have been designed and now underway, some based on government funding, some aimed at private domestic and foreign investment in the development of the Russian South.

As President of the Russian Federation Dmitry Medvedev stated in

his Address to the Federal Assembly, November 12, 2009, over 26 bln roubles have been invested in the development of the Russian South and the Chechen Republic this year as part of two federal special-purpose programs. Another over 32-bln-rouble program to support the Republic of Ingushetia from 2010 till 2016 is expected to be adopted before the end of the year.

Nevertheless, terrorism is still a threat in the North Caucasus.

International terrorist organisations have been actively drawing different religious extremist groups in their sphere of influence to create new pockets of instability both in the North Caucasus and in other Russian Regions, according to information gathered by the NAC.

Secret international terror cells were revealed in several parts of the Volga Region and Siberia in 2008 and 2009 by Russian law enforcement agencies. Over 40 members of international terrorist organizations such as Hizb ut-Tahrir, Jamiate Islami and al-Qaeda were brought to trial. Five members of the Islamic Movement of Uzbekistan, an international terrorist group, have been detained and extradited to Uzbekistan.

Different state agencies headed by NAC members report that the Supreme Court of Russia has declared al-Qaeda Organization in the Islamic Maghreb a terrorist organization, and the Turkish Nurcular group and Tablighi Jamaat religious movement has been declared as extremist. On February 8, 2010, the Supreme Court has also declared another international entity, Caucasus Emirate, a terrorist organization. Its activities on the Russian territory have been prohibited.

As of December 1, 2009, 28 organizations are prohibited in the Russian Federation, including 19

terrorist and 9 extremist, with 578 printed issues (books, leaf lets) and videos included in the Federal list of extremist materials, on the basis of major and minor court decisions.

Key economic and life-support facilities become a target for international terrorist organizations increasingly frequently. Sabotage and terrorist attacks on such facilities may have a largescale impact. In this respect, developing measures for counterterrorist protection of crucial infrastructure facilities is a priority for the NAC and the state bodies.

The Russian government has issued special regulation to legislate the powers of federal executive agencies regarding terrorism counteraction, including counterterrorist protection of facilities in the jurisdiction of state bodies.

The NAC, with the participation of concerned federal executive agencies, is paying greater attention to antiterrorist protection of nuclear and biohazard facilities, tightening security of sites where storage, transportation, use and disposai of explosives is carried out.

For the last two years, more than 600 tactical and command-and-staff counterterrorist exercises have been conducted in various Russian regions to test readiness of power and resources for counterterrorism operations at crucial and hazardous facilities.

One of the most efficient forms of interaction between special services and law enforcement agencies of different countries is joint counterterrorist exercises. For the last two years, there have been several major drills, such as Atom- Antiterror 2006 in Armenia, Issyk-Kul- Antiterror 2007 in Kyrgyzstan, Baikonur- Antiterror 2007 in Kazakhstan, Bastion-Antiterror in Belarus 2008, and a series of other drills including those in Russian towns of Volgograd and Vysotsk in 2008.

The national System of terror alert levels (routine; advanced; high; special;





emergency) has been nearly developed. These levels correspond to five legal regimes (routine, tightened, terrorist danger, counterterrorist operation, state of emergency), imposed depending on the situation.

This direction of counterterrorism activity yet requires that rights and obligations of all its participants in every situation should be specified.

On 5 October 2009, President of the Russian Federation Dmitry Medvedev approved the Concept of Counterterrorism in the Russian Federation. The document is to become fundamental in a new strategic basis aimed at upgrading counterterrorism activities of the authorities at all levels as well as involving civil society, scientific and business institutions in this work.

Prevention, or prophylactics, of different signs of extremism and terrorism is definitely a priority.

This means that one of the main tasks of federal agencies within the NAC is prevention of spreading terrorism ideology. Counterterrorism experience in Russia and abroad shows that, as far as terrorist attacks are concerned, the use of force can only be a temporary deterrent. However, the threat will still be pending as long as terrorist infrastructure is able to reproduce itself. The key elements of this System of reproduction are the ideology, its preachers and supporters, channels through which an ideology is spread, and people who fall under its influence.

To raise efficiency of opposing terrorist and extremist ideology in the



current situation, a set of measures and events is needed covering not only law enforcement, but also political, social, ideological, propagandistic and informational aspects. Measures are taken to eliminate social conditions under which spread the ideology of violence is possible, fostering awareness and sustained intolerance to extremism and terrorism, encourage volunteers willing to take part in counterterrorism.

Taking account of these tasks, counterterrorism activity should develop in the following directions:

- mechanisms to protect information space and the Russian people against terrorist and extremist ideologies should be created (or upgraded);

- the System of informational counteraction of terrorism needs upgrading, this provides for a wider use of state agencies', law enforcement

- agencies' and special services' capabilities, NGOs, scientists, specialists in sectarian relations, education, culture, art, media and business;

- social, political, legal and other basis should be created to oppose terrorist and extremist ideologies;

- a set of outreach events should be held as part of counterterrorism programs.

Special attention should be paid to patriotic education of youth, cultivating intolerance to any ideology of violence and national hatred. Civil society institutions, as well as clergy, NGOs and society at large now help organize special events for young people to oppose spreading of radical views and prevent involving them in extremist and terrorist activities.

The NAC efforts are aimed at increasing efficiency of counteracting

terrorist ideology. A roadblock should be set on its way to the minds of people, the population's attitude towards law should be changed. A point should be reached at which even a thought of using terrorist methods to solve territorial, social, sectarian, cultural and other issues is rejected by a vast majority of the population, including young people.

For this purpose, the NAC participates in creating an infrastructure of education of young people, based on civil society, scientific and educational institutions and media. The infrastructure is supposed to shape public conscience in a positive way.

There is no doubt that establishing such institutions and their functionality depends on material and financial support from the state. First steps have already been taken. In August 2008, the Russian Government approved a federal special-purpose program 'Counterterror' (2009 - 2012)', with participation of over 10 ministries and agencies. For the first time, a set of counterterrorist prophylactic events, including the dispelling of terrorist ideology, is provided for by this program.

In the sphere of informational counteraction, international cooperation is widely used. The Russian Federation gives particular importance to participation of countries in main counterterrorism agreements, legislative execution in this sphere by different countries. Russia is convinced that an adequate international response to terrorism is only possible if based on, and fully subjected to, provisions and principles of international law. That was the reason why Russia became the first country to sign and ratify all 13 universal counterterrorist conventions.

On the national level, work is underway to meet the requirements of UN Global Counterterrorism Strategy

and Global Initiative to combat nuclear terrorism.

With the adoption of the Federal Law 'On the Counteraction of Terrorism', the Criminal Code of the Russian Federation was amended. Changes were introduced to the Article 205.1 'Complicity with Terrorist Activity', and a new Article 205.2 'Public Appeal to Terrorist Activity or Public Justification of Terrorism' appeared, to fully comply with the requirements of the Council of Europe Convention on the Prevention of Terrorism and the UN Security Council 1624 Resolution.

A new chapter was amended to the Criminal Procedure Code of the Russian Federation, regarding seizure of convict's property in case the person has been involved in terrorist activity. By court decision, not only property directly connected to the crime or financing terrorism (earnings, means, instruments of crime, etc.), but also revenues from the use of such property, can be seized. This provision allows to destroy terrorism infrastructure depriving it of material and financial support. The current legislation provides for monetary remuneration for people cooperating with Russian law enforcement agencies in their fight against terrorism.

The Russian government has worked out a procedure for compensation of harm and damage and loss of property belonging to those taking part in counterterrorist events. Damage payments to those suffered from terrorist attacks, as well as during counterterrorism operations, are specified by the legislation.

In January 2009, the Russian Federation signed the Council of Europe Convention on laundering, search, seizure and confiscation of proceeds from crimes and on the financing of



terrorism. At present, necessary domestic procedures are being carried out by Russia to ratify the Convention.

As part of international cooperation process in the sphere of counterterrorism, carried out by state agencies headed by NAC members, great attention is paid to cooperation both at bilateral and regional levels, which is confirmed by highly effective joint efforts by a number ministries and agencies as part of the Regional Antiterrorist Structure (RATS) of Shanghai Cooperation Organization (SCO).

An agreement on a structural arrangement for joint antiterrorist exercises by the SCO members was signed at the SCO summit in August 2008. Later, in June 2009, the SCO

Convention Against Terrorism was signed at the summit in Yekaterinburg.

With the participation of the Federal Security Service of Russia (FSB), the Russian Federation has prepared a new version of the model CIS law 'On Suppression of Terrorism', which was approved by the CIS Interparliamentary Assembly under the title 'On the Counteraction of Terrorism' December 3, 2009. Moreover, draft amendments regarding counterterrorism issues to the model CIS Criminal Code and Criminal Procedure Code.

These steps contribute to harmonization of national antiterrorist legislations of CIS member states and increase the efficiency of international cooperation in counterterrorism. Counterterrorism experience shows that



global communication networks have become one of the main elements of the international terrorist structure used for ideological indoctrination, recruiting new members and communication support.

Counterterrorism cannot be successful without an integrated counterterrorist data resource.

By the decision of the NAC and the 3rd, 4th and 5th meetings of heads of special services, security bodies and law enforcement agencies, the International Data Bank (IDB) has been established and presented at the UN Security Council Counterterrorism Committee. 22 special services from 20 foreign states and one international organization have got an online access to these data via Internet.

The NAC is ready to develop further contacts with structures concerned, sharing operational experience in terrorism counteraction, drawing our approaches together.

The main efforts by the NAC in the year 2010 and after are to be focused on the following:

an overall downgrade of the terror threat level in the Russian Federation;

joining efforts of federal executive bodies in developing and taking measures on situational response to terrorist threats, both potential and real;

upgrade of interaction between operational headquarters and counterterrorism commissions in Russian regions regarding integrated prophylactic counterterrorism measures;

upgrading the level of readiness of municipality task forces, power and resources needed for suppression of terrorist attacks;

taking a set of measures as part of international cooperation, mainly to eliminate external influence on terrorist activity in the North Caucasus;



providing antiterrorist protection of crucial and hazardous facilities, tightening security of civil population in public places and transport facilities;

more joint prophylactic measures by different agencies as part of counterterrorism in the sphere of information;

upgrading legal control of the new national counterterrorism System;

development and implementation of state counterterrorism policy providing necessary interaction and coordination.

These tasks are to be solved taking into account Russia's many nationalities and religions as well as difference in the level of social and economic development in its regions, and mobilizing all resources of state and society.



## **Consolidated Federal List of terrorist organizations, proscribed by law based on the ruling by the Russian Federation Supreme Court**

*Pursuant to the ruling made by the Supreme Court of the Russian Federation on 14 February 2003, the following organizations were granted the status of terrorist outfits, and their activity were proscribed by law within the territory of the Russian Federation:*

1. High Military Majlisul Shura of the United Mujahideen Forces of the Caucasus.
2. Congress of the Peoples of Ichkeria and Dagestan.
3. The Base (Al-Qaeda).
4. Asbat al-Ansar.
5. Holy War ( Al-Jihad or Egyptian Islamic Jihad).
6. The Islamic Group (Al-Gama'a al-Islamiyya).
7. The Muslim Brotherhood (Al-Ikhwan al-Muslimun).
8. The Party of Islamic Liberation (Hizb ut-Tahrir al-Islami).
9. Lashkar-e-Taiba.
10. Islamic Group (Jamaat-e-Islami).
11. Movement of Taliban.
12. Islamic Party of Turkistan (formerly the Islamic Movement of Uzbekistan).
13. Society of Social Reform (Jamiat al-Islah al-Ijtimai).



14. The Revival of Islamic Heritage Society (Jamiat Ihya at-Turath al-Islami).

15. House of Two Holies (Al-Haramain).

*Pursuant to the ruling made by the Supreme Court of the Russian Federation on 2 June 2006, the following organizations were granted the status of terrorist outfits, and their activity were proscribed by law within the territory of the Russian Federation:*

16. Jund-ash-Sham.

17. Islamic Jihad – Jamaat Mujahideen.

*Pursuant to the ruling made by the Supreme Court of the Russian Federation on 13 November 2008, the following organization was granted the status of a terrorist outfit, and its activity was proscribed by law within the territory of the Russian Federation:*

18. Al-Qaeda Organization in the Islamic Magreb (formerly, the Salafist Group for Preaching and Combat).

*Pursuant to the ruling made by the Supreme Court of the Russian Federation on 8 February 2010, the following organization was granted the status of a terrorist outfit, and its activity was proscribed by law within the territory of the Russian Federation:*

19. Imarat Kavkaz (the Caucasus Emirate).





**LIST****of public and religious associations  
and other non-profit organizations  
that have been either disbanded  
or legally proscribed by court order,  
based on the Federal Law  
«On the Counteraction to Extremist Activity»**

1. The inter-regional community organization National Bolshevik Party (banned from activity by order of the Moscow City Court on April 19, 2007).

2. The religious group VERRA (Vedic Culture of Russian Aryans) Krasnodar Orthodox Slav Community of the Scythian Ves Rassenia (banned from activity by order of the Krasnodar Regional Court on October 5, 2006).

3. The unregistered community group The Kuban Council of the Spiritual Ancestral Russian Empire Rus (liquidated by order of the Pervomaysky Regional Court of Krasnodar on April 13, 2006).

4. The local religious organization The Asgard Slavic Community of the Belovodye Asgard Ves Spiritual Administration of the Old- Russian Ingling Church of Orthodox Old Believer-Inglings (liquidated by order of the Omsk Regional Court on April 30, 2004).

5. Local religious organization The Kapische Veda Perun Slavic Community of the Belovodye Asgard Ves Spiritual

Administration of the Old-Russian Ingling Church of Orthodox Old Believer-Inglings (liquidated by order of the Omsk Regional Court on April 30, 2004).

6. The religious organization The Men's Spiritual Seminary and Institution of Professional Religious Education of the Old-Russian Ingling Church of Orthodox Old Believer-Inglings (liquidated by order of the Omsk Regional Court on April 30, 2004).

7. The international religious organization Nurdzhular (banned from activity by the Supreme Court of the Russian Federation on April 10, 2008).

8. The community organization Akhtubinsk People's Movement 'For God's Empire' (by order of the Akhtubinsk City Court, Astrakhan Region on July 17, 2008 and by the decision of the Judicial Board on Civil Cases of the Astrakhan Region Court on September 17, 2008).

9. The international religious group Tabligi Jamaat (by order of the Supreme Court of the Russian Federation on May 7, 2009).

**LIST****of public and religious associations,  
legally proscribed in connection with their extremist activities**

1. The Kabardino-Balkaria regional community organization Council of Elders of the Balkarian People of the Kabardino-Balkaria Republic, the activity of which

was halted by the Prosecutor of the Kabardino-Balkaria Republic on November 9, 2007.

# I

## SSUES OF INTERNATIONAL COOPERATION IN THE COUNTERACTION TO TERRORISM. FOREIGN EXPERIENCE IN THE COUNTERACTION TO TERRORISM

*E.P. Ilyin – First deputy Head of the National  
Antiterrorist Committee Central Office, Ph.D. in Law*

### **CERTAIN ASPECTS OF THE FORMATION OF UNITED COUNTERTERRORISM SPHERE**

International cooperation in the counterterrorism sphere is an essential element in the formation of a wide-ranging system of security for the international community as a whole, as well as for the

Russian Federation, an active participant in that community.

Consequently, Russia is working to optimize the theoretical, ideological, and legal basis for its participation in international



*«The Russian Federation became the first nation in the world to ratify all 13 universal counterterrorist conventions of the UN.*

*With the adoption of the federal law «On the Counteraction of Terrorism» of February 15, 2006, the Russian Federation moved from a primarily military-based conception of the counteraction of terrorism to a more modern conception, which includes preventive measures and methods of dealing with the aftereffects of terrorist acts, as well as the military means already in use. The implementation of this new conception enables us to carry out systematic efforts toward the elimination of terrorism.»*

*E.P. Ilyin*

cooperation in this area, in order to fully realize the potential of all government bodies in the formation of a single foreign policy approach.

In order to implement the decision of a session of the Security Council of the Russian Federation, which took place June 30, 2006 under the leadership of the president of the Russian Federation, the National Antiterrorist Committee developed and approved at its eighth session the conceptual and organizational foundations for the coordinated action of governmental bodies of the executive branch when taking part in international cooperation to counteract terrorism<sup>1</sup>.

While recognizing the unquestionable

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1 Cf: The conceptual and organizational foundations for the coordinated action of federal bodies of the executive branch

authority of the Ministry of Foreign Affairs in the organization of such activity<sup>2</sup>, it has been deemed most appropriate for the coordination of all efforts to counteract terrorism within the borders of the Russian Federation, including those efforts resulting from multilateral and bilateral agreements and treaties with other nations, to be directed by the National Antiterrorist Committee (NAC).

In accordance with the aforementioned Conception, federal bodies of the executive branch and the NAC organize the coordinated

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in their participation in international cooperation to counteract terrorism. (NAC International Bulletin. No. 5, pp 23-26).

2 The coordinating role of the Ministry of Foreign Affairs in questions of foreign policy was fixed by Edict No. 375, signed by the Russian president on March 12, 1996: «On the coordinating role of the Ministry of Foreign Affairs of the Russian Federation during the conduct of unified foreign policy» // SZ RF. 1996. No. 12. Article 1061.







process of delivering information on the plans, tasks, progress, and results of cooperation with foreign partners within the framework of unified foreign policy in terms of the international struggle against terrorism.

Speaking about the results of international cooperation against terrorism, it should be noted that ties have been formed within the framework of activities of international organizations and agencies - with the UN, the 'Big Eight', the OSCE, the Council of Europe, the CSTO, the CIS, the SCO, APEC, the ASEAN Regional Forum (ARF), within the framework of relationships that Russia has with authoritative international organizations - the European Union, NATO, ASEAN, the OAS, as well as within the framework of bilateral relationships with member countries of an international counterterrorist coalition.

In order to strengthen cooperation in the international counterterrorism sphere and increase the effectiveness of normative-legal regulation in this sphere, Federal Law No. 201-FZ of 24 July 2007 ratified the UN Convention on the Marking of Plastic

Explosives for the Purpose of Identification (1 March 1991), thereby becoming the first nation in the world to ratify all 13 universal anti-terrorism conventions created by the UN.

In December 2007, a session of the NAC approved a package of additional measures aimed at counteracting terrorism in the Russian Federation, in accordance with the requirements of the UN Global Counterterrorism Strategy.

In January 2009, the Russian Federation signed the Council of Europe Convention on Laundering, Search, Seizure, and Confiscation of the Proceeds from Crime and on the Financing of Terrorism. The government of the Russian Federation is currently carrying out procedures necessary for the ratification of this convention.

In terms of specific success stories of practical action through international cooperation, one notable operation was the rescue of Russian employees, who had been taken hostage in Nigeria in 2008. During this operation, through the coordination of the NAC, the Ministry of Foreign Affairs and the

Foreign Intelligence Service of the Russian Federation worked closely with the security service of Russia and the Nigerian government, and in so doing, were able to take the measures necessary to free the Russian hostages.

In addition, together with CIS partners, actions have been carried out to intervene in the functioning of members, emissaries, and accomplices of two international terrorist organizations, the Islamic Movement of Uzbekistan and Hizb ut-Tahrir al-Islami. These actions were also able to uncover connections that these groups had to leaders of groups active in the North Caucasus region and international terrorist organizations.

Together with their Kyrgyz partners, Russian agencies have been able to obstruct the activities of a terrorist group working in Kyrgyzstan and Russia, which is led by a citizen of Uzbekistan named Sadykov. This group included members of the international terrorist organizations the Islamic Movement of Uzbekistan and Islamic Jihad - Jamaat Mujahi-deen.

Russia's Ministry of the Interior has carried out a number of joint operations with

Interpol. These included, for example, the apprehension, in Germany, in August 2007, of the Russian citizen Matayev, who had been charged by the Interior Ministry of the Chechen Republic with committing a crime specified in Part 3 of Article 205 of the Russian Criminal Code as a "terrorist act".

All these facts serve to prove that the Russian Federation plays an active role in the development of international cooperation in fighting terrorism.

At the same time, a number of issues persist in this sphere, the solution of which require a unified approach from the international community. We believe, for example, that one of the main challenges we are facing is the need to work out, in all the necessary aspects, unified theoretical, ideological and legal approaches to understanding terrorism and the priorities of counterterrorist activities.

As we know, Russia's approach to international counterterrorist activities is based on new legislation of the Russian Federation, which came into force in 2006.







When the federal law “On the Counteraction of Terrorism” was passed on February 15, 2006, the Russian Federation moved from a predominantly force-oriented concept of counterterrorism to a more modern concept, which includes the prevention of terrorism and the liquidation of the consequences of terrorist attacks as well as the military counteraction of terrorism. This new concept will provide the basis for coherent efforts aimed at obliterating terrorism as such.

The NAC believes that this approach, which is stipulated in Russian legislation and reflects the most modern methods and methods of counteracting terrorism best adapted to present-day terrorist threats, should be employed more extensively in the international arena as a unified approach towards dealing with terrorism is worked out.

The NAC has analyzed the fundamental doctrines of the UN and comparable documents of the EU and the USA and found that these documents, like the legal norms of the Russian Federation, signify a comprehensive approach to countering terrorist threats, which includes both using force against and preventing terrorism and the liquidation of the consequences of terrorist attacks. The only difference is the terminology used to describe similar concepts.

The UN has adopted and begun to fully implement an approach similar to that stipulated in Russian legislation.

In the English-language version of the UN Global Counter-terrorism Strategy, adopted by member states on September 8, 2006, the term ‘to counter-terrorism’ is widely used, which corresponds to the Russian phrase ‘protivodeistvovat terrorizmu’. However, in the official Russian translation of the strategy, the term ‘to fight terrorism’ is used, which distorts the intended meaning; in the French translation, this phrase is also translated as ‘to fight terrorism’ (la lutte contre le terrorisme). In addition to this phrase, the English-language version also uses the phrase ‘to prevent and combat terrorism’. What’s more, an analysis of the English-language text shows that its authors understand ‘to counter-terrorism’ in a wider sense than ‘to prevent’ and ‘to combat’ and use the term as a fundamental principle in discussions on the struggle against terrorism.

The European Union Counter-Terrorism Strategy, which was adopted on November 30, 2005, uses ‘to combat terrorism’ as its main term. The term ‘to counter-terrorism’ is also employed as a synonym throughout the text. The meanings of the above-mentioned terms are close to that of ‘protivodeistvie terrorizmu’ (counteraction to terrorism), a concept used in Russian legislation, since they include the following four aspects:

1. Prevention - working to prevent people from becoming involved in terrorist activities by addressing the factors and fundamental causes that lead to the radicalization and recruitment of people in Europe and elsewhere.
2. Protection - protecting people and infrastructure, as well as increasing security against attacks for borders, transportation, and critically important sites.
3. Pursuit - the pursuit of terrorists and the investigation of terrorist acts throughout the EU and Worldwide; the disruption of planning, movement, communications; the destruction of terrorist networks; the interruption of financing and access to instruments of crime, as well as legal action against terrorists.



4. Response - working in a spirit of solidarity to minimize the consequences of terrorist attacks by enhancing efforts in the following spheres: the liquidation of consequences, coordination of response, and aiding victims.

In the US, the approach to counterterrorism is outlined in The National Strategy for Combating Terrorism, approved in September 2006. The terminology used in the name of this strategy, as well as in its text, shows that the main idea characterizing the approach of the American government is that of 'combating terrorism'; in addition, 'the fight against terrorism' is used as a synonym throughout the text.

The marked ideology of the American approach is also worth noting; in the text of the strategy and elsewhere, the term 'war on terrorism' is still actively employed. However, this position has ceased to be widely supported, not only in the US, but among its close allies as well. This is evident, for example, in an article published in the British newspaper "The Guardian", on January 15, 2009. The author of

the article, headlined " 'War on terror' was wrong", was David Miliband, Britain's secretary of foreign affairs, and he wrote: "Since 9/11, the notion of a "war on terror" has defined the terrain. The phrase had some merit: it captured the gravity of the threats, the need for solidarity, and the need to respond urgently - where necessary, with force. But ultimately, the notion is misleading and mistaken...The idea of a "war on terror" gave the impression of a unified, transnational enemy, embodied in the figure of Osama bin Laden and al-Qaida. The reality is that the motivations and identities of terrorist groups are disparate...The call for a "war on terror" was a call to arms, an attempt to build solidarity for a fight against a single shared enemy. But the foundation for solidarity between peoples and nations should be based not on who we are against, but on the idea of who we are and the values we share».

It should also be taken into account that the American understanding of 'combating terrorism' has a wider meaning that which is outlined in Russian legislation of 'detection, prevention, intervention, discovery, and



investigation of terrorist acts'. The American understanding includes, besides the counterterrorist activities already mentioned, another series of more specific activities: the prevention of attacks by terrorist networks, the prevention of transfers of weapons of mass destruction to rogue states or allies of terrorists, etc.

Research has shown that:

the terminology used by a number of foreign nations and international organizations is still not sufficiently uniform. In addition, differences in meaning appear in translations into various languages;

the approach of the U.N. (in its English-language texts) most closely corresponds to the approach set in the legislation of the Russian Federation;

Russian-language translations of international documents used in informational and analytical work may distort the original meanings of ideas set out in those documents, including on points of doctrine, due to the insufficiently precise translations of certain phrases by individual translators.

The position of NAC is that it is necessary to have more in-depth discussion and better implementation on an international level of the most modern approaches to the legal regulation of counterterrorism. One aspect of that is the necessity to gradually move away from the use of the term 'combating terrorism' towards a term with a wider meaning - 'counteracting terrorism', which is already being used in most countries, in order to avoid misunderstanding and, consequently, disagreements during the carrying out of counterterrorist activities, which require a change of term as well as a change in substance.

It is necessary that, through international cooperation, a unified theoretical and ideological basis for counterterrorist activities be developed and fixed in international legislation, so that law enforcement agencies and specialists in the field of counterterrorism all over the world could speak the same language. This would lead to greater

understanding and improved cooperation in the sphere of counterterrorism.

Definite steps in this direction have already been taken; in October, 2009, the CIS Joint Commission on Legislative Harmonization in the Sphere of Combating Terrorism, Crime and Drug Business in the CIS met in St. Petersburg. At that meeting, in the framework of a draft model law on counterterrorist activities of the commission's member states, a move from the idea of the 'fight against terrorism' to the idea of 'counterterrorism' was determined to be appropriate. In connection with this, a new version of the draft model law «On the counteraction to terrorism» was prepared. This law will be submitted for consideration to deputies of the Interparliamentary Assembly of Member Nations of the Commonwealth of Independent States.

Along with the formation of a unified informational sphere for counterterrorism, another essential task is the formation of unified normative-legal and theoretical instruments.

To further that goal, the NAC is working to develop the International Data Bank for the Counteraction of Terrorism, the creation of which was agreed upon at the III, IV, and V Meetings of the heads of special services, security and law enforcement bodies, which took place in Sochi in 2004<sup>1</sup>, in Novosibirsk in 2005<sup>2</sup>, and in Kazan in 2006<sup>3</sup>.

The main goal for the IDB is the creation of a unified informational System between countries to support counterterrorist

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1 From the documents of the III Meeting of the heads of special services, security and law enforcement bodies. Moscow: Federal Security Service of the Russian Federation, 2006. 105 p.

2 From the documents of the IV Meeting of the heads of special services, security and law enforcement bodies. Moscow: Federal Security Service of the Russian Federation, 2006. 110 p.

3 From the documents of the V Meeting of the heads of special services, security and law enforcement bodies. Moscow: Federal Security Service of the Russian Federation, 2006. 100 p.

activities, which will enable information on people sought in connection with terrorist activity to be transmitted and received much more quickly. In addition, the monitoring of developments in counterterrorism will be carried out more effectively, as will efforts to uncover conspiracies and financing channels of international terrorist structures.

The IDB is filling up with information from special services, security and law enforcement bodies, given on a voluntary basis, as well as materials from open sources. The NAC, together with interested divisions of the Russian FSB, have taken upon themselves the role of coordinator and main developer of the IDB, which includes carrying out informational and analytical tasks and supporting the functioning of the data bank.

The foundation of the IDB is an organized body of data, into which the law enforcement agencies and special services of any interested nation can input information they have on questions of the counteraction of terrorism and, correspondingly, use the information received from their partners to assist in carrying out investigative, preventive and organizational activities.

Data published in the open segment of the IDB, are divided according to information about several main groups:

- persons sought in connection with their involvement in terrorist activities;
- persons missing in regions where terrorist groups are active;
- organizations and groups involved in terrorist activity;
- a library of declarations propagandizing terrorism;
- manifestations of terrorism;
- a database of legislation and agreements on the counteraction of terrorism (laws, international agreements, and legal initiatives aimed at increasing the effectiveness of counterterrorism measures).

In addition, taking into account the importance of the problem of the so-called



radicalization of the population, especially the younger generation, a separate section of the IDB contains information and materials related to counteracting the dissemination of terrorist ideology. This section contains reference materials covering the following areas:

- the reasons and conditions that enable radicalization;
- the ways and methods used by terrorist ideologues aimed at increasing the level of radicalization of a given population;
- actions carried out by terrorist ideologues under the cover of various organizations that may increase the level of radicalization of the population in the Russian Federation and abroad;
- information about the public repentance of terrorists and terrorist ideologues. It is recommended that this section house documentary materials (printed works, photographs, video, and audio materials, documentary films, etc.);
- information about international cooperation in the sphere of counterterrorist work;
- developments made by Russian and international academies, addresses by notable political and public leaders, including representatives of ethnic groups and religions on current issues in interethnic and interfaith relations that impact the radicalization of the population and the spread of terrorist ideology;





## LET'S UNITE OUR EFFORTS IN COUNTERACTION TO TERRORISM!



accounts of positive steps taken to counteract the spread of terrorist ideology from various countries, as well as any other information that may assist in this area, and in the counteraction of terrorism as a whole.

The development of the IDB is considered an essential part of building effective international partnerships in this sphere.

At the current time, the IDB section of open information is already functioning. Belarus, Moldova, Kazakhstan, and Uzbekistan all have access to the Russian division. In addition, the open information section is available to special services from such countries as the Netherlands, the Republic of Korea, Egypt, and Oman. These countries expressed interest in using the resources and their readiness to present the necessary information to the IDB. The first presentation of the IDB took place at the VI Meeting of the heads of special services, security and law enforcement bodies in Khabarovsk (September 6-7, 2007).

The formation of the open information section of the IDB depends on the willingness to participate of the cooperating special services, and may be finished in 2009-2010.

This section will include dossiers on persons who have offered assistance to recognized terrorist groups and their representatives, as well as informational materials on:

- the financing of terrorist activity;
- methods of ideological pressure by terrorists;
- questions of counter-propaganda;
- weapons, explosive materials and devices used in terrorist acts.
- equipment and methods used by special services to intervene in terrorist acts and to liquidate the aftereffects of these acts;
- methods and descriptions of the activities of various terrorist organizations;
- facts about terrorist acts: tactics, means, and methods;
- individual tactical methods of special services for the containment and liquidation of specific terrorist acts;

In the section of restricted information, the IDB will accumulate confidential information that does not constitute state secrets of other governments. Information received with the assistance of the IDB restricted section will not be able to be published in open informational systems or in the mass media.

It should be noted that during the VIII

Meeting of the heads of special services, security and law enforcement bodies in Irkutsk on June 23-25, 2009, work on the session «Using the International Data Bank for the Counteraction to Terrorism» was organized; 35 representatives of special services from foreign governments were present.

Participants at this session were interested to learn about the work of the FSB in creating the IDB, and introduced a clause into the Meeting's final document stating the necessity of coordinating international efforts in the area of counterterrorism through a further integration of informational resources within the framework of the IDB and its further development. For example, the director of the General Intelligence and Security Service of the Netherlands (AIVD) addressed the participants at the Meeting on the usefulness of developing information exchange using the IDB. In addition, by the conclusion of the meeting, five more

countries (South Africa, the United Arab Emirates, and others) expressed a desire to join the data bank.

Therefore, in our opinion, the IDB has significant potential value as means of exchanging information in the counterterrorism sphere. What's more, competent bodies of any government working in this sphere and expressing a wish to take part, in accordance with their national legislation and current international agreements, will be able to participate.

To conclude, it should be noted that the ongoing process of globalization requires appropriate changes to policies on cooperation between nations. It is necessary to integrate the counterterrorism efforts of all governments, to work together to develop and implement projects in this sphere. This, in turn, will enable us to take the next step on the path to a unified international approach to information exchange and counterterrorism.





*E.E.Maltseva, A.A.Bochagov, experts for FSB*

## **ON THE VIII MEETING OF HEADS OF SECURITY SERVICES, SPECIAL AGENCIES AND LAW ENFORCEMENT ORGANIZATIONS**

The Meeting of Heads of Security Services, Special Agencies, and Law Enforcement Organizations (hereafter referred to as the Meeting) organized by the FSB with the help of the President of Russia is one of the largest specialized assemblies on the international scale.

The first Meeting, which reunited leaders of Special Services and law enforcement agencies from 37 countries, was organized by FSB in 2001 in Saint-Petersburg, shortly after the 9/11 attacks, when the world community realized the extent of the threat that terrorism poses and that one country cannot fight terrorism without any help from its neighbors.

The Eighth Meeting took place in Irkutsk in June 2009, and reunited 83 delegations from 57 countries, as well as the leaders of counterterrorism organizations, such as the UN Counter-Terrorism Committee (UN CTC), 1267 Committee and 1540 Committee of the UN Security Council, the SCO Counterterrorism organization and the CIS Center for Counterterrorism.

Many Russian governmental institutes, such as the Security Council, the Ministry

of Foreign Affairs, the Interior Ministry and the Foreign Intelligence Service, take part in the Meeting on a regular basis. Depending on the subject of discussion, representatives of the Federal AntiNarcotics Service, the Ministry for Communication and Media, and the Russian Financial Monitoring Service also participate in the Meeting.

The main purpose of the Meeting is to encourage cooperation between law enforcement agencies in different countries and help them fight terrorism together. The mere fact that the Meeting has convened annually for the past five years and has gained respect proves that creating the right atmosphere for cooperation among law enforcement agencies helps in finding proactive solutions to counteract terrorism.

The work of the Meeting in the field of joining forces to fight terrorism is highly appreciated by the UN CTC, a regular participant in the Meeting - further proof of the Meeting's effectiveness. The coalition with the UN CTC is based on annual briefings led by Head of Meeting Workgroup and head of Foreign Affairs Service for 5th Department of FSB, Lieutenant General A.Kuzyura, for the members of UN CTC. The briefings explain the work of the Meeting and other counterterrorism initiatives of FSB.

Participants discuss the most important aspects of counteracting terrorism, such as: fighting global terrorist organizations that finance terrorism; opposing those who voice public support of terrorism, and preventing terrorists from acquiring weapons of mass destruction, the use of Internet by terrorist groups.







Special workgroups are created to discuss the most significant topics, such as preventing the public support of terrorism and fighting terrorism on the Internet. The results of their work are reported at the Meeting and comprise the communique.

The exchange of information concerning possible or likely threats makes up a significant part of forum, as it helps law enforcement officers to create a “map” of current threats posed by terrorism and to establish the most effective counterterrorism agenda.

The International Counterterrorism Database, created by NAC in conformity with the decisions of the III, IV and V Meetings, is the main project of the Meeting.

The ICD is a unique information project, intended to increase the level of international law enforcement data exchange and to activate cooperation in the creation of a counterterrorism database.

The ICD consists of two parts: the open information resource, active since 2007, and the classified information resource, launched in 2009. Twenty-two special force units from 20 countries and one international organization are currently using the ICD. Partners are asked to contribute information to the ICD. Since 2009, a section of the Meeting has been devoted to different aspects of the ICD, its further development and optimization. A meeting on the ideological aspects of terrorism and its prevention is scheduled for the end of 2009. The materials used at the meeting will be made available through the ICD.

Another important result of the Meeting’s work has been the security mechanism developed by its participants, which enables law enforcement and security services to cooperate with each other and protect large international events



in coordinating protection from terrorism for large international events. The mechanism was first used during the 2004 Summer Olympic Games in Athens, Greece, and proved effective during the 2008 Summer Olympic Games in Beijing and the 2008 FIFA European Cup in Austria and Switzerland. The communique discusses the possible use of this mechanism at the forthcoming 2010 Winter Olympic Games in Vancouver and 2010 FIFA World Cup in South Africa.

Organization of international counterterrorism maneuvers represents a promising area of the Meeting's work. Of particular notice are Russian-Chinese counterterrorism maneuvers, which took part in Khabarovsk in 2007, dedicated to law enforcement cooperation when saving hostages from hijacked aircraft.

In 2008, the Meeting's workgroup was engaged in organizing the international counterterrorism maneuvers "Volgograd-





Antiterror” and “Vysotsk-2008” as a part of the Strategic Counter-Terrorism State and Business Partnership Program. This program was proposed by Russia during its year of presidency in the G 8 in 2006. The maneuvers brought together participants of state and private security structures, a particular case being the Lukoil company, and took place on the company’s property - objectives which are of strategic importance for Russian energy - industry structure.

There are plans for further development in the practice of organizing international counterterrorism maneuvers.

Ail in all, we can state that the Meeting remains a “club” for top professionals who

formulate the counterterrorism strategy of their countries - a place where they can discuss important issues in their work and exchange data, opinions, and experience. The Meeting has become a regular event with its annual conferences, regulations, projects and decisions.

That means its importance has increased, which helps to support the image of Russian Federation as a leading member of the international counterterrorism coalition.





*The Anti-Terrorism Center  
of the CIS member-countries*

## **"LASHKAR-E-TAIBA" TERRORIST ORGANIZATION**

Extremist Islamic organizations, operating in South Asia, still have a big say in shaping the military and political situation in the region; and "Lashkar-e-Taiba" (or "Lashkar-e-Toiba") is one of the most active of these groups.

### **BRIEF HISTORY**

"Lashkar-e-Taiba" (the Army of Pure, Pasban-e Ahle Hadis; Army of the Pure and Righteous) was founded by Hafiz Mohammad Saeed and Zafar Iqbal from Lahore University in the Kunar province (Afghanistan) in 1989 (in 1987, according to other data). It was established as a military offshoot of the salaf "Markaz-ud-Dawa-wal-Irshad" movement. Before the Mumbai terrorist attack, its headquarters were based in Muridke, 45km to the north of Lahore, the Islamic Republic of Pakistan, and later were transferred to Muzaffarabad (Pakistani Kashmir).

"Lashkar-e-Taiba" is a radical Sunnite organization. Its main goals are to establish a caliphate in the state of Jammu and Kashmir, to make it part of Pakistan, to introduce sharia rule in Pakistan and to render assistance to Muslims in other regions of the world. According to "Lashkar-e-Taiba" leaders, the terrorist organization is involved in implementing two military and political programs: "Jihad-e-Afghanistan" and "Jihad-e-Kashmir". In addition, the organization is stepping up its efforts to expand influence onto the Central Asian and North Caucasian regions, as well as Muslim communities in other states in order to establish Islamic government in a number of areas in South Asia, Russia and China.

The main targets of their terrorist attacks in India (mostly in the Jammu state and Kashmir) are highranking officials of the Indian government and security forces, as well as the military.

The organization was banned in a number of countries:

in Great Britain in March, 2001;

in the USA in December, 2001;

in Pakistan in January, 2002;

in the Russian Federation on February 4, 2003;

in the Republic of Kazakhstan on March 15, 2005;

in the Republic of Tajikistan on March 30, 2006.

According to the data available, "Lashkar-e-Taiba" has also been declared a terrorist organization in the Republic of Uzbekistan, however, the Anti-Terrorism Center of the CIS membercountries has not received any copies of the court ruling on banning it.

Australia, India and the EU countries have also banned the organization as a terrorist one.

### **TERRORIST ACTIVITIES**

"Lashkar-e-Taiba" has been involved in organizing horrendous terror attacks on India's government institutions. The first clashes of its militants with Indian armed forces took place in August, 1992. In 1993 "Lashkar-e-Taiba" was completely formed, and by 1997 it has become one of the most active terrorist groups operating in the Jammu state and Kashmir.

On December 13, 2001, militants of "Lashkar-e-Taiba" (who were later killed)



attacked the building of the Indian parliament in Delhi, which nearly brought India and Pakistan to the brink of a nuclear war. Twelve people died and more than 20 were injured in the attack.

The biggest terror attack was carried out on November 26, 2008, when a group of militants conducted a series of terror attacks on Mumbai, the Indian financial capital. The attackers arrived in Mumbai from Karachi by sea on two inflatable boats and were seen by local fishermen who reported it to the police.

The militants attacked 9 objects: the railway station, "The Taj-Mahal Palace" and "The Trident-Oberoy" hotels, "Kama Hospital", "Nariman House", "Leopold Caf"; "The Metro Cinema" and St. Xavier College. There were explosions in the city port and Mazagaon docks. A taxi was blown up in the Ville Parle suburb. The terrorists opened desultory fire in the attacked buildings and took hostages. The Indian National Security Guards together with army special forces conducted an operation, named "The Black Tornado", to free hostages. The operation lasted till November 29. The terror attack

claimed the lives of 195 people and injured over 350.

Several largescale operations conducted by "Lashkar-e-Taiba" militants together with extremist organizations





“Hizb-ul-Mu-jaheddin” and “Jeish-e-Mohammad” caused a violent public reaction.

“Lashkar-e-Taiba” maintains close links with other terrorist organizations and representatives of radical Islamic movement operating in Pakistan and abroad (such as “Sipah-e-Sahaba Pakistan”, “Lashkar-e-Jangvi”, “Tabbigi jamaat”). It has political support of the Pakistan fundamentalist parties “Jamaat-e-Islami” and “Jamaat-ul-Ule-ma-e-Islami” which are in power in the North-Western border province of the Islamic Republic of Pakistan.

### “LASHKAR-E-TAIBA” LEADERS

The founder and leader of the organization is Hafiz Mohammad Saeed, born in 1950. In the early 1980s he visited Saudi Arabia where he met some Saudi sheiks who participated in hostilities in Afghanistan. Inspired by their ideas, H. M. Saeed and his colleague, professor Zafar Iqbal, supported the mujahidin movement in Afghanistan. In 1987, together with a group of salaf Muslims, H. M. Saeed founded the “Markaz-ud-Daawa wal-Irshad” organization, and in 1989 -

## Lashkar-e-Taiba

*Pakistan-based radical Islamic group suspected of training the Mumbai attackers*

### Lashkar-e-Taiba: “Army of the Pious”

■ Founded by **Hafiz Mohammad Saeed** in 1989



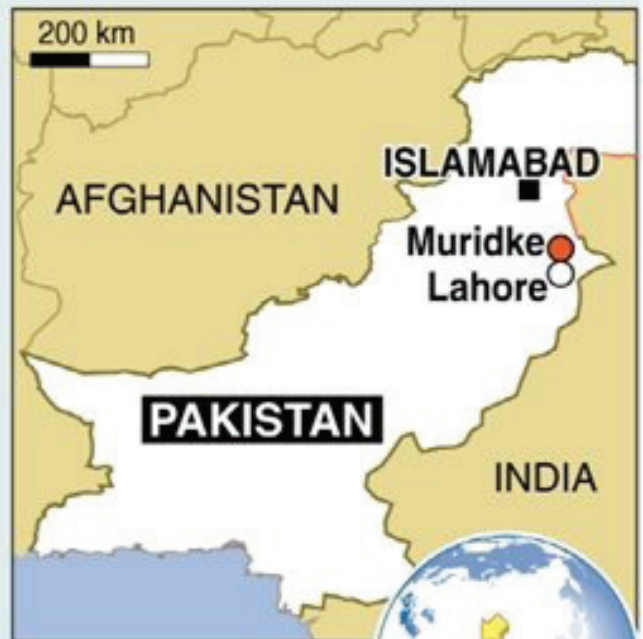
■ Established to fight Indian control of disputed Kashmir

■ Headquarters in Muridke

■ On the US watchlist of terrorist organisations

■ Banned in Britain, several other western countries

■ Now run by Qari Abdul Wahid Kashmiri



### Previous link to terror

▶ Blamed for the December 2001 attacks on Indian parliament that brought India and Pakistan to the brink of war



"Lashkar-e-Taiba". He was under house arrest from July till October, 2007; and in December, 2008, he was put under house arrest again after the Mumbai terror attack. H. M. Saeed is married.

Zaki-ur-Rehman Lakhvi was born in 1960 in Okara, Pakistan. He is responsible for operative work and is a member of the "Lashkar-e-Taiba" general council. He masterminded and headed terrorist attacks in the Chechen Republic, Bosnia, Iraq and South-Eastern Asian states. He is responsible for links with "Al-Qaeda". In November, 2008, he was arrested by Pakistani law enforcement bodies as the mastermind of the Mumbai terror attack.

Haji Mohammad Ashraf, born in 1965 in Pakistan, is responsible for raising money for the organization. In 2008, the USA put him on the list of terrorism sponsors. Allegedly, he died in 2002 (there are no proofs of this).

Mahmoud Mohammad Ahmed Bahaziq, a citizen of Saudi Arabia, was born in 1943. He is one of the organization's financiers and supervises information and propaganda work. The USA has put him on the list of terrorism sponsors.

Yusuf Muzammil is named as a mastermind of the Mumbai attack.

Zarrar Shah is one of the primary liasons with the Pakistani ISI Secret service and supervises the organization's links. He is suspected of organizing the Mumbai attacks. According to some data, it was him who spoke on the phone with the militants and coordinated their actions. He was arrested on December 10, 2008, in Pakistan.

It is quite possible that Abdulla Azzam, Usama Bin Laden's mentor, has had a hand in establishing "Lashkar-e-Taiba". Usama Bin Laden rendered financial assistance to the organization, and, in 1992, paid a visit to its leaders.

### **MILITANTS RECRUITMENT AND TRAINING**

"Lashkar-e-Taiba" has a wide network of religious education centers and militants



training camps, rest centers and terrorist cells that raise money for the organization.

Currently, new members of the organization are trained in Pakistan and Afghanistan. The organization's offices which are both recruitment and propaganda centers are located in all major cities of the Islamic Republic of Pakistan - in Islamabad, Karachi, Peshawar, Gujranwala and others. Training bases and camps are situated in the Pakistan-administered part of Kashmir, in the Indian state of Jammu and Kashmir.

The volunteers who have already participated in hostilities are the best candidates to be trained as militants. The training is conducted in two stages: first, volunteers take a three-week basic course and, then, they do three-month specialized courses of military training: they undergo training in shooting skills, planting and exploding mines, fighting in the mountains, surviving in extreme situations and conducting acts of sabotage and terrorism. Only 10% of the curriculum is devoted to religious studies.

In addition, "Lashkar-e-Taiba" recruits criminals and young men from poor families to train them as militants. The militants are mainly from Pakistan and Afghanistan, though there are some volunteers from

Muslim countries of Asia, Africa and Middle East.

The militants trained in “Lashkar-e-Taiba” centers are highly-disciplined rabid fanatics who are ready to execute any order even the one that suggests self-sacrifice. Experienced guides take groups of 3 and more terrorists to the areas where attacks are planned.

The list of known training camps includes:

- the “Mascara” camp situated near Muzaffarabad in Kashmir;
- a training center near Kut Abdul Malek in the Punjab province, which operates under cover of a madrassas;
- a training center in Tingsam (the Punjab province).

There is some information that militants from Chechnya and Dagestan also did a training course in these and other centers of

the organization where they were taught by Arab instructors.

### PROPAGANDA ACTIVITIES

“Lashkar-e-Taiba” leaders make on and off public statements, pledging they will give military support to “their brothers in religion” in any part of the world. The organization publishes its own periodicals like “Al-Daawa”, “Gazwa”, “Mujala-e-Tulba” and “The Jihad Times” in Urdu, “Al Rabat” in Arab and “The Voice of Islam” in English, as well as an information Herald.

In addition, “Lashkar-e-Taiba” leaders actively use modern information technologies to promote their ideas. For this purpose, they have created the official web-site of the organization - [www.lashkar-e-toiba.org](http://www.lashkar-e-toiba.org) ([www.jamatdawa.org](http://www.jamatdawa.org)).

### SOURCES OF FINANCE

“Lashkar-e-Taiba” is mainly financed by Pakistani communities in Great Britain and the Persian Gulf states, Pakistani and Kashmir businessmen and nongovernmental organizations in Afghanistan, Pakistan and Saudi Arabia.

### MUMBAI ATTACKS

During the threeday fighting nine terrorists were killed and one terrorist was captured. Their names are given below:

Mohammad Ajmal Amir Iman from Faridcot, Abu Ismail Khan from Dera Ismail Khan, Hafiz Arshad and Babr Imran from Multan, Javed from Okara, Shoaib from Naroval, Nazih and Nasr from Fyzalabad, Abdul Rahman from Arufwalla and Fahad Ullah from Dipalpur Taluka.

The captured terrorist was identified as Azam Amir Kasab, other possible spellings - Ajmal Amir Kamal, 21, from the Punjab province, Pakistan. He is one of five

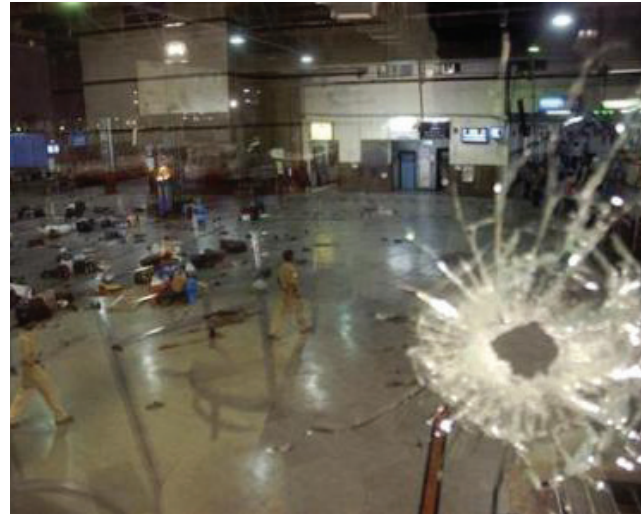




children in a poor family. He went to school up to the age of 13, then, dropped out and became a worker in Lahore. In December, 2007, trying to buy a gun in Rawalpindi, he met a member of the "Jamaat-ut-Daawa" group and decided to do a training course in "Lashkar-e-Taiba" which he completed in the "Markaz Taiba" camp. There is some information that Zaki-ur-Rehman Lakhvi, one of "Lashkar-e-Taiba" leaders, offered his family a big sum of money for his participation in terror attacks. After the Mumbai attack his family had disappeared.

As the terrorist says, a group of 25 gunmen was formed to carry out the attack. During a year they underwent several stages of training which included:

- battlemind training. They were told horrible stories about atrocities committed by Indians, massacres of Muslims in Jammu and Kashmir, harassment of Muslims in Palestine and Chechnya; they were cited the Koran and lectured on "rewards" for jihad which can demand self-sacrifice;
- a basic course in military skills and gue rilla warfare;
- an advanced course in shooting skills, explosives and principles of survival in extreme situations;



- a basic course in navigation and terrorist warfare on sea. Mumbai attackers did this course. They were also taught to survive in extreme conditions, in particular, they were taught to curb thirst and hunger. Later, for the Mumbai mission, they chose 10 militants out of the 25 who underwent the training course.

Tests of blood of Ajmal Amir and other terrorists showed that during the attacks they were under drugs, which helped them to stay active for 50 hours.

When interrogated, the detained terrorist said that the attackers planned to kill at least 5000 people and to destroy "The Taj-Mahal palace" hotel, the symbol of Mumbai, completely. They also planned to blow up the City Stock Exchange.

Analysis of LeT gunmen's actions suggests that the Mumbai attack can be a kind of training in order to improve the tactics of the so-called economic jihad which aims at helping international terrorist organizations destroy transport and power infrastructures, cause panic among people and collapse of power in major megalopolises. In this connection, "Lashkar-e-Taiba" poses a serious threat to security of any state. To achieve its goals, the organization has a lot of possibilities: experience, a network of training camps; large Pakistani diasporas in almost every developed country where LeT members are on standby, waiting for their time to come.





# T

## THEORETICAL SECTION

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### **ISSUES OF THE SYSTEMATIZATION OF LEGISLATION IN THE SPHERE OF COUNTERTERRORISM IN THE RUSSIAN FEDERATION**

Moving into the 21st century, the global community is continually being faced with the increase in tensivity of factors representing serious threats to the national security of individual nations and to global security as a whole. Some of those factors are armed conflicts, terrorist acts, actions of extremists inciting mass unrest, and religious and ethnief conflicts.

In order to consolidate the efforts of federal bodies in the executive branch of government, the governmental bodies of regions of the Russian Federation, organizations and citizens of

the Russian Federation working to ensure national security, by the Presidential Decree NO. 537 of the Russian Federation, the Strategy on National Security for the Russian Federation to 2020<sup>1</sup> was adopted<sup>1</sup> (hereinafter - the Strategy).

The main element of ensuring national security is the maintenance of legislative and institutional mechanisms, as well as the resource capabilities of the government and society in general, at a level corresponding to the national interests of the Russian Federation (p. 25 of the

<sup>1</sup> Rossiskaya Gazeta. 2009. No. 88 (4912)



*A.D. Alkhanov*



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Strategy). In addition, the enhanced role of the government in its efforts to guarantee the safety of individuals and perfect normative legal regulation in the prevention and counteraction of crime, corruption, terrorism, and extremism is highlighted as one of the most important directions of governmental policy in the sphere of ensuring the security of the government and its citizens in the long term.

N.P. Patrushev notes the particular importance of the legal system in the workings of a democratic state, underlining at the same time that the creation of legal norms and their consecutive implementation is inextricably linked with the interests of the people<sup>1</sup>.

Among the main sources of threats to national security, the Strategy emphasizes the activities of terrorist organizations, groups, and individuals aimed at altering through violence the constitutional foundations of the Russian Federation and the destabilization of the normal functioning of governmental bodies.

Terrorism is a complex, multifaceted, dynamically growing phenomenon in society, and it has a centuries-long history, as well as national, regional, and religious aspects.

Researchers studying counterterrorism have noted significant changes in terrorism around the start of the 21st century; it has become more globalized and the threat level has increased. Terrorism has become a serious threat to the national security of individual nations and to the international community as a whole<sup>2</sup>. All this calls for the necessity of carrying out governmental measures to prevent or at least lower the probability of manifestations of terrorism.

At the current time, provisions in the federal laws No. 35-FZ «On the Counteraction of Terrorism» of March 6, 2006, No. 114-FZ «On Counteraction to Extremist Activity» of July 25, 2002, Presidential Decree of the Russian Federation No. 166 «On Counterterrorism

Measures» of February 15, 2006, as well as legal norms from the Criminal Code of the Russian Federation that cover responsibility for those legal violations classed as terrorist activity, taking into account changes introduced on July 27, 2006 by federal law No. 153-FZ «On the introduction of changes to individual legislative acts of the Russian Federation in connection with the adoption of the federal law 'On the ratification of the Council of Europe Convention on the prevention of terrorism'», as a whole ensure a legal foundation for the counteraction of this kind of criminal violation.

The federal law «On the Counteraction of Terrorism» put forth a series of concepts defining this negative phenomenon and measures of counteraction.

It should be noted that the international community has not developed a unified concept of what 'terrorism' is. However, UN legislation aimed against terrorism outlines concrete illegal acts of which terrorist activity consists and the consequent definition of those committing those acts as legally culpable.

This approach enables the formation of legal basis for the struggle against this negative phenomenon in the absence of a generally accepted definition of the meaning of 'terrorism'.

The inclusion of norms from international legal documents into national legislation ensures the formation of unified standards in the counteraction of terrorism. This approach was adopted in the federal law «On the Counteraction to Terrorism». In this law, the concept of 'terrorist activity' is defined on page 2, article 3 as a criminal action motivated by a desire to use illegal force to influence decisions by government bodies, regional administrative bodies, or international organizations. It is also defined as the threat to commit this type of criminal action with the aforementioned intentions.

The penalty for such actions is outlined in article 205 of the Criminal Code of the Russian Federation. Criminal law also defines as criminal the following terrorism-related activities:

1 Patrushev, N.P. The specifics of modern challenges and threats to the national security of Russia. Russian Law. 2007. No. 7. 10-11 pp.

2 Gorbunov, ILS. Terrorism and the legal regulation of counterterrorism. M., 2008. 5 p.



assistance given to those involved in terrorist activity (article 205.1), public appeals to carry out terrorist actions or public attempts to justify terrorism (article 205.2), hostage-taking (article 206), the organization of illegal armed groups, or taking part in such an organization (article 208), the hijacking of water or air transport, or trains (article 211), attempts on the life of government or public figures (article 277), the seizing of power by force or the retention of power by force (article 278), armed insurrection (article 279), and attacks on internationally-protected individuals or agencies (article 360).

Taking into account Russia's experience in fighting terrorism and the general conclusions drawn from international research on this topic, the federal law "On the Counteraction to Terrorism" defines 'terrorism' as the "ideology of violence and the practice of attempting to influence decisions by government bodies, regional administrative bodies, or international organizations through the intimidation of the populace and/or other forms of illegal violent action" (article 3). This is a generalized description, and contains the ideological component of this phenomenon, which enables the government to more precisely characterize illegal actions related to terrorism, as well as to create a System of cultural and other activities

for the purposes of education and propaganda, and other nonviolent measures aimed at the prevention of terrorism.

Work on improving the legislation of the Russian Federation in the counterterrorism sphere has been constant and uninterrupted, and also takes into account documents adopted by the international community. For example, on July 27, 2006, federal law No. 153-FZ "On the introduction of changes to individual legislative acts of the Russian Federation in connection with the adoption of the federal law 'On the ratification of the Council of Europe Convention on the prevention of terrorism' and the federal law 'On the Counteraction to Terrorism'" was passed, which included provisions put forth in the Council of Europe Convention to be introduced into national legislation.

In addition, keeping in mind the great necessity of coordinating government measures aimed at either preventing or diminishing the probability of terrorist actions of an internal and external nature, the importance of having a systematic approach to improving the normative legal base for counterterrorism should be emphasized.

In order to neutralize and overcome the negative aftereffects of terrorist attacks, specific legal conditions covered by national



legislation may be introduced. In practice, such conditions mean, to a greater or lesser extent, the restriction of some rights and freedoms of citizens so that order and the normal functioning of governmental and social institutions can be re-stored.

The possibility of restricting rights and freedoms in this manner is outlined in chapter 3, article 55 of the Constitution of the Russian Federation. This possibility is a tool aimed at defending the constitution, morals, health, rights, and legal interests of citizens, and ensuring the defense of the country and the safety of the government.

The constitutional basis for restricting rights and freedoms is also mentioned in provisions in articles 56 and 88 of the Constitution of the Russian Federation, which regulate procedures during emergency situations, as well in as several other articles.

These are the general outlines defining the basis, goals, and limits of restrictions to the rights and freedoms of citizens. However, this topic requires indepth academic study and consideration and additional normative legal regulation at the federal level. This level of regulation of the above-mentioned types of restriction is also fixed in chapter 3, articles 55 and 88 of the Constitution of the Russian Federation.

In connection with this, the legal system of the Russian Federation faces the task of creating an effective legal instrument for this type of restriction, aimed at preserving the legal status of citizens during emergencies. In addition, legal regulation of the restriction of citizens' rights and freedoms during emergency situations must be systematic, stable, and consistent, and reliably guarantee the position of citizens during the implementation of special legal conditions.

In Russian legislation, the restriction of rights and freedoms of citizens while counterterrorism operations are carried out is fixed in Federal Constitutional Law No. 3-FKZ of May 30, 2001, "On States of Emergency", and Federal Law No. 35-FZ of March 6, 2006 "On the Counteraction

to Terrorism" and these restrictions are put into place when a 'state of emergency' or a 'counterterrorist operation' is officially declared.

When a state of emergency is in place, in accordance with the Constitution of the Russian Federation and the federal constitutional law "On States of Emergency" throughout the entire territory of the Russian Federation or in individual areas in Russia, special legal conditions are implemented for the functioning of government bodies, regional administrative bodies, organizations irrespective of the type of organization and form of ownership, responsible parties of these groups, and community organizations. These legal conditions permit certain restrictions on the rights and freedoms of citizens of the Russian Federation, foreign citizens, people without citizenship, the rights of organizations and community groups, and also permit the imposition of additional duties onto all these groups.

Putting a state of emergency into place is a temporary measure to be used only to ensure the safety of citizens and to defend the constitutional system of the Russian Federation.

A state of emergency is declared only during situations constituting an immediate threat to the lives and safety of citizens or the constitutional system of the Russian Federation, when solutions to these situations cannot be reached without emergency measures.

In accordance with subparagraph 'a' of article 3 of the Federal Constitutional Law "On States of Emergency", these situations include: attempts to alter the constitutional system of the Russian Federation through violence, the seizure or appropriation of control over the government, armed insurrection, mass unrest, acts of terrorism, the blocking or seizure of important facilities or separate areas, preparations for and activities of illegal armed groups, international, religious, and regional conflicts accompanied by violent actions that constitute an immediate threat to the health and safety of citizens and the normal functioning of governmental bodies and regional administrative bodies.

Article 4 of the above-mentioned federal law outlines the way in which a state of emergency can be put into place, and gives the authority to put such a state into place only to the president of the Russian Federation who must then immediately inform the Federation Council of the Federal Assembly of the Russian Federation and the State Duma of the Federal Assembly of the Russian Federation. The Decree of the President of the Russian Federation on the invoking of a state of emergency is immediately transferred for approval to the Federation Council of the Federal Assembly of the Russian Federation.

The measures and restrictions implemented during the invoking of a state of emergency are defined by articles 11 and 12 of the federal constitutional law “On States of Emergency”. Taking into account the extraordinary nature of such threats and the special constitutional order of the invoking of a state of emergency, a limitation to the amount of measures available and temporary restrictions outlined in the above-mentioned federal constitutional law on the implementation of counterterrorism measures seems inarguably necessary.

Based on all this, there is much to support building a System of reaction to terrorist threats through reducing the range of measures and temporary restrictions stipulated by the above-mentioned legal norms and corresponding to the maximum level of terrorist threat.

The main principles on which counterterrorism, the legal and organizational basis for the prevention and struggle against terrorism, and the minimization and/or liquidation of aftereffects of terrorist acts are set forth in Federal Law No. 35-FZ of March 6, 2006 “On the Counteraction to Terrorism”.

Article 11 of the Federal Law “On the Counteraction to Terrorism” provides for legal conditions for counterterrorist operations and a list of measures and temporary restrictions of the rights of citizens when such legal conditions are in effect.

In addition, a comparative analysis of the corresponding provisions of the Federal Constitutional Law “On States of Emergency” and the Federal Law “On the Counteraction of Terrorism” shows that the legal conditions of a counterterrorism operation do not correspond to the limited model of the conditions of a state of emergency, as conditions for counterterrorism operations provide for greater limitations of the rights of people put forth in the constitution of the Russian Federation and international requirements for Russia.

For example, legal conditions for counterterrorism operations outlined in article 11 of the Federal Law “On the Counteraction to Terrorism” provide for the removal of individuals from separate areas and facilities, as well as the towing of transport; the monitoring of phone conversations and other information transferred by telecommunication channels, as well as searching channels of electric communication and material sent by mail; halting communication services to corporations or individuals or putting limitations on the use of communication services or means of communication; temporary resettlement of individuals living within a territory on which the legal conditions for a counterterrorism operation have been implemented; the introduction of quarantines and other measures restricting the rights of citizens and other people guaranteed by the constitution of the Russian Federation.

The Federal Constitutional Law “On States of Emergency” does not contain such restrictions (articles 11 and 12).

The extent of the differences in the contents of the articles and normative legal acts that were considered is about 65%, which allows the conclusion to be drawn that the legal conditions for counterterrorism operations do not fall within the proposed scheme.

In order to systematize the legislation of the Russian Federation in the counterterrorism sphere and to enhance the effectiveness of preparing the nation's populace for the legal conditions that may be put into effect to counteract terrorist threats, it would be appropriate to unify the legal norms contained in the corresponding articles of the Federal Constitutional Law "On States of Emergency" and the Federal Law "On the Counteraction to Terrorism". It would be possible to ensure the compatibility of these main normative legal acts without violating the counterterrorism System already in place in the Russian Federation by adding the missing norms to the Federal Constitutional Law "On States of Emergency".

For example, it would be necessary to add the provisions already stipulated in article 11 of the Federal Law "On the Counteraction to Terrorism" to articles 11 and 12 of the Federal Constitutional Law "On States of Emergency". These are:

the temporary resettlement of individuals living within a territory in which a state of emergency has been declared to safe regions, where permanent or temporary housing accommodations will be provided;

the introduction of quarantines, the introduction of sanitary, epidemic prevention, veterinary and other quarantine measures;

the removal of individuals from separate areas or facilities, as well as the towing of means of transport;

the unrestricted access for individuals carrying out operations aimed at liquidating the conditions mentioned in subparagraph 'a' of article 3 of this federal constitutional law into the homes or other properties of individuals and on land belonging to them, as well as unrestricted access to the territories and facilities of organizations, no matter the type of ownership, in order to carry out such operations;

the introduction of control over telephone conversation and other information transferred through telecommunication

channels, as well as searches of electronic communications and materials sent by mail in order to uncover information about situations presenting an immediate threat to the life and safety of the citizens and constitutional System of the Russian Federation, and about individuals planning acts presenting such a threat;

the suspension of communication services to corporations or individuals or the restriction of the use of communication networks or means of communication;

the use of transport belonging to organizations, no matter what type of property they are (with the exception of transport belonging to diplomats, consulates and other agencies of foreign governments and international organizations), and, in urgent situations, transport belonging to individuals in order to transfer other individuals requiring emergency medical treatment to hospitals, as well as for the pursuit of individuals suspected of committing actions presenting immediate threat to the life and safety of the citizens and constitutional System of the Russian Federation, if a delay could create a real threat to the life and health of people.

The proposed model of a systematic approach to forming the proper legal conditions can be a foundation for the system of reaction to terrorist threats, including other legal conditions as well, aimed not only at the struggle against terrorism, but also its prevention.

When forming such a System it should be taken into account that, in accordance with chapter 3 article 55 of the constitution of the Russian Federation, the rights and freedoms of people and citizens of the Russian Federation may be restricted only by federal law and only to the extent that is necessary in order to defend the constitutional System, morals, health, rights, and legal interest of other individuals, and in order to ensure the defense of the country and the safety of the government.





# **CHRONOLOGY OF COUNTERTERRORIST ACTIVITIES AND RELATED EVENTS IN THE RUSSIAN FEDERATION AND ELSEWHERE**

## **KEY COUNTERTERRORIST EVENTS HELD IN THE RUSSIAN FEDERATION AND OTHER COUNTRIES IN 2009**

February. Russian-Indian (February 4, Moscow) and Russian-Danish (February 5, Copenhagen) consultations on antiterrorism issues, where NAC (the National Antiterrorist Committee) delivered a presentation on the International Counterterrorism Data Bank.

February 10. The 18<sup>th</sup> Meeting of NAC. The meeting focused on the state of physical security of sites and facilities of national importance guarded by the Russian Federation Ministry of Internal Affairs troops and on measures to improve the protection and immunity of such sites against terrorists. The meeting adopted a number of decisions aimed at enhancing these efforts. The participants heard a report “On Implementation of NAC’s October 16, 2007 Decision “On Coordination of Federal Executive Bodies’ Activities Aimed at Strengthening International Cooperation against Terrorism”.

February 11. The 18<sup>th</sup> Meeting of FOCC (Federal Operational Coordination Center). Among other issues, the participants focused on improving counterterrorism regulatory frame-work.

February 16. The First Meeting of the Federation Council Commission on the Caucasus (the Caucasus Commission). The Commission was established on the initiative of the Federation Council of the Russian Federation Federal Assembly. Alexander Torshin, first deputy chairman of the Federation Council, Senior Secretary of the Legislators’ Council was elected chairman of the Commission. The Commission is made up of heads of parliaments of the Republic of Adigeya, the Republic of Dagestan, the Republic of Ingushetia, the Republic of Kabardino-Balkaria, the Republic of Karachay-Cherkessia, the Republic of North Ossetia, the Chechen Republic as well as their representatives in the Council of Federation and deputies in the State Duma factions.

The Commission was set up to collect, analyze and summarize information on how the constitutional rights and freedoms of the Russian citizens living in the North Caucasus are observed; to monitor the Russian Federation legislation on the regional development; to draft legislative initiatives aimed at improving national security legal framework; to prevent ethnic and religious strife.

February 24 - 25. Manama (Bahrain). International conference on “Global and National Security”. Vladimir Kulishov, Deputy Director of the Federal Security Service (FSB) of the Russian Federation, Head of Russia’s National Antiterrorism Committee, took part in the conference.

February 24 - 27. The Hague (the Netherlands). Bilateral consultations of the Russian Federation FSB’s officials with their Dutch counter-parts from the Special Services on main-taining information analysis environment to counter terrorism. Vladimir Orlov, Deputy Head of the National Antiterrorism Committee took part in the discussions.

February 26-27. Penza. The third regional conference on antiterrorism security. NAC delivered a report on “The 2008 activities of antiterrorist commissions in the Russian Federation subjects aimed at implementing the 2008 - 2012 plan on information countermeasures aimed at countering terrorism in the Russian Federation”.

March 10. The 19<sup>th</sup> Meeting of FOCC. The participants discussed the current situation and measures to prevent the spread of terrorism in the Russian Federation.

March 10-12. Minsk, the Republic of Belarus. A meeting of Russian and Byelorussian experts on coordinating the 2010 Plan of Joint Counterterrorism Activities on the Territory of the Allied State.



March 12. A meeting of the organizing committee to prepare the Eighth Meeting of heads of special services, security agencies and law enforcement organizations of Russia’s FSB counterparts from other countries (June 23- 25, Irkutsk).

March 25. Moscow. The Second Meeting of heads (chiefs of staff) of national antiterrorist centers of CIS country members. Presentation of the International Counterterrorism Database Project.

March 26. Saint-Petersburg. A meeting of NAC Chairman with heads of antiterrorist commissions in the Russian Federation constituent territories in the Northwest Federal District.

Among the key issues that were discussed are:

- measures to improve antiterrorist exercise preparation, organization and conduct;
- antiterrorism protection of crowded public places;

- ways to improve information countermeasures aimed at countering terrorism and extremism;

- activities of municipal antiterrorist commissions.



March 27. Tashkent, Uzbekistan. A delegation from the Russian Federation took part in the 14<sup>th</sup> Meeting of the SCO Council of the Regional antiterrorist structure.

March 31. The 19<sup>th</sup> Meeting of NAC. The participants focused on the situation in the Chechen Republic, Ingushetia and Dagestan as well as on measures aimed at improving counterterrorism efforts undertaken by federal and municipal bodies.

Federal executive bodies, antiterrorist commissions and operational staff in the Russian Federation entities constituting the Southern Federal District were assigned to respond more efficiently to terrorist threats in order to improve and stabilize the social, political and economic situation in the North Caucasus.

NAC along with the Russia's Ministry of Interior and Ministry of Defense, and other related federal executive bodies were assigned to draft proposals on harmonizing the special forces control System and means of detecting and preventing the activity of militant groups in Chechnya with the current practices and regulatory framework in the other Russian Federation constituent entities. The proposals are to be submitted to the President of the Russian Federation.

April 8. Moscow. An international panel discussion "State and Business against Terrorism". The roundtable was held within the framework of Russia's presidency in the SCO.

April 8-9. Saint Petersburg. A meeting of the Joint Commission on harmonizing CIS legislation on counterterrorism, anticrime and drug control activities within the framework of the Inter-Parliamentary Assembly of the CIS member states.

April 14 -16. Seoul (Republic of Korea). The Third Meeting of the Working Group on planning field exercise within the Global Initiative to Combat Nuclear Terrorism.

April 15. Moscow. An International Conference on "The Shanghai Cooperation Organization efforts in countering new challenges and threats to the regional security"

April 16-19. The Republic of Tajikistan. A meeting of heads of special services and law-enforcement organizations of the SCO member states within the "NUREK-ANTITERROR 2009" international counterterrorism exercise.

April 20. Moscow. A meeting of official representative of federal security service bodies operating abroad. NAC officials gave their assessment of cooperation between NAK and the establishment of Official representatives in information countermeasures aimed countering terrorism and outlined ways of improving their efficiency.



April 28. The Moscow region's antiterrorist commission and NAC conducted training sessions on "Countering Terrorism Ideology". The training was targeted at deputy heads of the Moscow region's municipalities in charge of security issues.

April 28-29. Moscow. A second round of consultations between Russia and the G8 on cybercrime and cyber terrorism. NAC delivered a report on "Legal Framework for Countering Cybercrime in the Russian Federation".

May 12. The 20<sup>th</sup> Meeting of FOCC. The participants focused on security Systems for sites, facilities and urban areas as well as on how to improve cooperation between federal executive bodies and those of Russian Federation constituent entities in suppressing terrorist attacks.

May 14. Vladimir (Central Federal District). A meeting of heads of operating staff from the Russian Federation constituent entities. The participants discussed current problems and took part in a special tactical exercise.

May 26-28. Krasnoyarsk. The Fifth Dedicated Forum "ANTITERROR: Modern Security Systems". A delegation of NAC officials headed by Vladimir Kulishov, Deputy Director of the Federal Security Service (FSB) of the Russian Federation, Head of Russia's National Antiterrorism Committee, took part in a workshop on "Countering terrorism ideology: political, legal, psychological and cultural aspects". The workshop was held within the framework of the Forum.

June 16. The 20<sup>th</sup> Meeting of NAC. The participants discussed measures to combat illegal trafficking of arms, ammunition and explosives as the main means used for subversive and terrorist attacks as well as measures to improve control over their storage, transportation and use at enterprises and institutions.

June 23-25. Irkutsk. The 8th Meeting of Heads of Special Services, Security Agencies and Law-Enforcement Organizations on countering terrorism. The meeting was attended by 83 delegations from 57 countries as well as by other international partners, including the United Nations Security Council Counterterrorism Committee, the UNSC 1267 and 1540 Committees, the SCO Regional Antiterrorist Structure and the CIS Antiterrorism Center.

July 3. Naypyitaw (Myanmar). The Fifth Meeting of ASEAN senior officials on transnational crime and in the inaugural meeting of the ASEAN-Russia Joint Working Group on countering terrorism and transnational crime. The meeting was attended by a delegation from Russia.



July 14. The 21<sup>st</sup> Meeting of FOCC. The participants discussed ways to enhance control over counterterrorist operations.

August 10-15. Chebarkul, Chely-abinsk Region. A special training course was conducted for journalists to prepare them for work during counterterrorism operations (the BASTION program). It was attended by 85 Russian journalists, representatives from the Russia's FSB, Interior Ministry and Emergency Preparedness Ministry.

August 11. The Russian Ministry of Foreign Affairs organized a meeting of the Russian-Pakistani Working Group on Combating Terrorism.

September 8-11. Vologda and Veliky Ustyug. A regional workshop on "Ethnic and Cultural Technologies of Extremism and Xenophobia Prevention".

September 15. The 22<sup>nd</sup> Meeting of FOCC. The participants focused on ensuring public security and suppressing the activities of Chechen militant groups during the 2009/2010 autumn-winter season.

September 16-17. Moscow. A bilateral meeting between NAC and officials from the Antiterrorist Center of Belorussia's KGB. The participants focused on developing a joint actions algorithm to counter terrorism.

September 28-30. Yerevan (the Republic of Armenia). A workshop of NATO/EAPC Special Committee counterterrorism experts. The workshop was attended by an NAC expert who delivered a report on "Religious Radicalism in the Russian Federation".

October 13. The 21<sup>st</sup> Meeting of NAC. The meeting focused on the activity of territorial units of federal executive bodies, executive bodies of Russian Federation subjects and municipal bodies in terms of minimizing and liquidating possible consequences of terrorism as well as on measures aimed at improving the efforts of the abovementioned bodies.

NAC reviewed the activities of federal executive bodies and executive bodies of Russian Federation constituent entities on information countermeasures aimed at countering terrorism and on propaganda efforts to support antiterrorist activities for 2008 - 2012.

The participants heard activity reports of heads of antiterrorist commissions and heads of operating staff in the Russian Federation subjects. They also discussed cooperation between territorial units of federal executive bodies, the Chelyabinsk region executive bodies and municipal bodies in countering terrorism and steps to improve this cooperation.

Following the results of these discussions the meeting tasked relevant federal executive bodies, antiterrorist commissions and operating staff in the Russian Federation constituent entities with improving antiterrorist efforts and activities and outlined ways and mechanisms of their implementation.



November, 3. Magas (the Republic of Ingushetia). Government officials and representatives of NGOs and the business community took part in a workshop (an open lecture) that was attended by Yu.-B. B. Yevkurov, President of Ingushetiya, L.M.Alekseeva, Head of the Helsinki Group, V.Ovchinnikov, Head of “Students’ Community” regional NGO providing social support for young people. The participants saw a documentary “Abubakar: CAUCASUS Plan” that was commented on by the President of Ingushetia.

November 3-6. Cherkessk (Republic of Karachay-Cherkessia). A meeting of heads of operating staff in the Russian Federation entities constituting the Southern Federal District. The participants discussed a range of complex issues in the field of countering terrorism.

November 6. NAC delivered a report on “Current Threats to Sites and Facilities of National Importance, Including the Threat of Terrorist Attacks” at an interagency conference on “Ensuring Security and Protection of Sites and Facilities of National Importance: Issues of the Day”.

November 9-11. Nalchik. (Republic of Kabardino-Balkaria). NAC took part in a round table on “Cooperation of Non-profit Organizations in Preventing Terrorist Threats”. The meeting was also attended by officials of the regional regulatory bodies, representatives of municipal agencies and educational establishments.

NAC conducted training sessions with members of antiterrorist commissions of operating staff in the Russian Federation constituent entities:

November 10-12: Northwest Federal District;

November 18-20: Volga Federal District;

November 25-27: Central Federal District.

November 16-19, Strasbourg, France. NAC officials took part in the 17<sup>th</sup> Meeting of the Committee of EC experts on fighting terrorism.

November 17. The 23<sup>rd</sup> Meeting of FOCC. The meeting summarized the results of FOCC activities in 2009, adopted the 2010 plan of FOCC meetings, discussed the progress in implementing measures aimed at ensuring public security and suppressing activities of militant groups in the North Caucasus in the 2009/2010 autumn-winter season.





November 17. An extended meeting of the Federation Council Committee on Defense and Security (the Russian Federation Federal Assembly), the Federation Council Committee on Social Policy and Healthcare and public officials of North Ossetia on “Fighting Terrorism and Providing Support to Victims of Terrorist Attacks: Issues of the Day”. The meeting was attended by an NAC official.

November 17-27. The “TV-Center” channel broadcast a series of “Charges against Terrorism” programs on preventing terrorism and countering its ideology, including: “Mir v Pritsele” (Targeting the World), “Istoriya Terrorisma” (History of Terrorism), “Peredniy Krai” (The Front-line), “Prestuplenie i Nakazanie” (Crime and Punishment), “Sponsori Terrorisma” (Terrorism Sponsors), “Ideologiya Lzhi” (Ideology of Lying), “Terroism bez Maski” (Terrorism Unmasked), “Gosudarstvo protiv Terrorisma” (State against Terrorism), “Metodi Terroristov” (Methods of Terrorists), “Teracta Mozhet ne Byt” (Terrorist Attacks Can be Prevented), “Shkola Vizhivaniya” (School of Survival), “Chto Takoe Terrorism” (What is Terrorism?).

November 19 - December 3. Sochi and the Apsheron, Mosotv and Tuapse districts of the Krasnodar Krai became a platform for “Sochi-Antiterror-2009”, an operational-tactical exercise on “How to Organize and Conduct Integrated Activities Aimed at Preventing and Suppressing Terrorist Attacks at the Sochi Olympic Games Fa-cilities”.

November 24-25, Bishkek (Kirgizstan) hosted an international conference on “Modem Problems of Combating Terrorism and Other Forms of Violent Extrem-ism.”

November 26. Madrid (Spain). The Fourth Meeting of the Russian-Spanish Working Group on Counterterrorism.

The forums were attended by NAC members.

November 25. A meeting of Russia’s FSB senior officials on information counter-measures aimed at countering terrorism.





December 8. The 22<sup>nd</sup> Meeting of NAC. The meeting focused on prevention of terrorist threats and on additional measures to improve antiterrorism security of crowded public places. It also approved the 2010 schedule of NAC 's meetings.

December 8-11. NAC together with relevant units of the FSB, the Federal Protection Service and the Russian Federation Ministry of Foreign Affairs held an international conference on "Common Cyberspace as a Key Element to Counter the Spread of Terrorism Ideology. Ways of Cooperation in Sharing Information within the International Counterterrorism Database." It was attended by representatives from twenty five special services, law-enforcement agencies of twenty four countries and members of the CIS Antiterrorist Center.

The participants in the conference approved the concept of creating a common antiterrorist space, supported NAC 's efforts on establishing and developing the International Counterterrorism Database."

November 26. A roundtable on "Exchanging experience to ensure antiterrorist security of cultural, entertainment and sports facilities and sites". The meeting was attended by NAC members, deputy heads of the Moscow region municipal authorities on security, heads of the Moscow region municipal antiterrorist commissions and members of permanent working teams of the Moscow region executive bodies.

December 2. Moscow hosted the First Meeting of the Russian-Malian Working Group on Counterterrorism. The meeting was attended by NAC officials.





December 8-12. Tambov. NAC took part in a conference on “Shaping Civil Society’s Strong Stand on Counterterrorism as a Foundation for Terrorism Prevention”.

December 9-10. An international roundtable discussion “Drugs and Terrorism: the Evil of the World.” The meeting was chaired by Mr. Torshin, first deputy chair-man of the Federation Council. The meeting was attended by heads of the International Institute for Security and Cooperation from Bulgaria, Italy, Slovenia, as well as by members of the Council of Federation, the Federal Service of the Russian Federation for the Control of Drug Trafficking, the NAC staff and the Central Office of the Federation Council.







December 14-16. Khabarovsk. The Russia's FSB Border Guard Institute became a venue for holding a training session for members of antiterrorist commissions and operating staff of the Russian Federation subjects constituting the Far Eastern Federal District. NAC experts conducted workshops on urgent problems facing regional branches of the national counterterrorism System.

December 21-25. An interagency working team of NAC, the Russian Armed Forces Central Command of and the Central Command of the Interior Ministry troops went to Chechnya to review the implementation of the plan on neutralizing militant groups (the first stage) in the fall 2009/2010 as well as to develop a common approach to conducting antiterrorist activities in the North Caucasus.

December 15-18. Syktyvkar (the Republic of Komi). The First regional conference on "Specific problems of terrorism and extremism prevention and minimization. Liquidating the consequences of terrorism and extremism and ways of resolving them.

December 22. The First Meeting of NAC's expert advisory team on countering terrorism financing chaired by Yu.A.Chikhanchin, head of Russian Service of Financial Monitoring.



# REFERENCE AND INFORMATION

## MEDIA SOURCES IN THE SPHERE OF INFORMATIONAL COUNTERACTION TO TERRORISM

### *The winners*

### *of the Russian Journalists Against Terror contest (2008)*

Contest organizers : Moscow State University (MSU) journalism department,  
the Institute for Information Security at MSU,  
the National Counterterrorism Committee,  
the Russian Union of Journalists.

#### CATEGORY: «TERRORISM: HISTORY AND MODERNITY»

##### FIRST PRIZE

*Vitaly Proskurin*, «Training Ground for Mercenaries.» *Military-Industrial Courier* 24 (2008).

##### SECOND PRIZE

*Aleksandr Zhilin*, «Security and Terrorism: Dwarves Against Giants.» *Moskovskaya Pravda* 23 (2008).

##### THIRD PRIZE

*Samvel Kochoi*, «The Struggle Against Terrorism: The Turkish Experience and its Evaluation by the European Court of Human Rights.» *Journal of Law and Security* 1 (2008).

#### CATEGORY «SOCIETY FACING TERROR»

##### FIRST PRIZE

*Abdurakhman Magomedov*, «Overcoming Fate, or The Story of a Real Human Being.» *Dagestanskay Pravda*, June 4, 2008.

##### SECOND PRIZE

*Sergei Goncharov and Inna Svyatenko*, «The Threat Remains, and It Is Real.» *Vechernyaya Moskva* 51 (2008).

##### THIRD PRIZE

*Valery Zhuravel*, «Current Issues in the Counteraction of Terrorist Ideology.» *Journal of Law and Security* 2 (2008).

#### CATEGORY «THE GOVERNMENT AND THE STRUGGLE AGAINST TERRORISM»

##### FIRST PRIZE

*Irina Kuznetsova*. «'Alpha' – A Shield Against Terror.» *The Times. Events. Opinions. Trends.* 4 (2008).

##### SECOND PRIZE

*Aleksey Yerofeyev*, «Terrorism and the Information Landscape.» *Parlamentskaya Gazeta* 33 (2008).

##### THIRD PRIZE

*Aleksandr Perendzhiyev*, «The Doctrine of Counterterrorism.» *Military-Industrial Courier* 12 (2008).

**CATEGORY  
«VICTIMS OF TERROR»**

**FIRST PRIZE**

*Rayan Farukshin*, «The Third Toast: The Last Film of Tamerlane.» Bratishka 5 (2008).

**NOTED BY THE RUSSIAN  
UNION OF JOURNALISTS**

*Aleksandr Zhilin*, «Security and Terrorism: Dwarves Against Giants.» Moskovskaya Pravda 23 (2008).

*Abdurakhman Magomedov*, «Overcoming Fate, or The Story of a Real Human Being.» Dagestanskaya Pravda, June 4, 2008.

*Sergei Markedonov*, «The Counterterrorist Fight: The Philosophy of the Russian Government.» politcom.ru (February 5, 2008).

**NOTED BY THE CONTEST  
JURY**

*Sergei Markedonov*, «The Counterterrorist Fight: The Philosophy of the Russian Government.» politcom.ru (February 5, 2008)

*Rashid Ramazanov*, «Vaccination Against Terrorism.» Dagestanskaya Pravda 63, 64 (2008).



*The winners of the special program «Cinematographers of the World Against Terrorism» at the XVII Zolotoi Vityaz Film Festival (2008)*



**FIRST PRIZE** was given to the documentary «The Retired Teacher», directed by Vadim Tsalikov. Russia.

**SECOND PRIZE** was given to the documentary «The Chronicle of the Sufferings of Serbs in Kosovo and Metohijz (1998-2007)», directed by Ninoslav Randjelovic. Serbia.

**THIRD PRIZE** was given to the film «18 Squares», directed by Dzhakhangir Kasymov. Uzbekistan.



## *The winners of the Russian Journalists Against Terror contest (2009)*

The contest was held by ZAO Kompaniya Razvitiia Obschestvennykh Svyazei, with the support of the Border Research Center of the Russian FSB and the National Antiterrorism Committee in order to enhance the activity of the Russian media in the prevention of terrorist threats and in the ideological counteraction of terrorism. On 17 November 2009, contest winners were awarded certificates at a ceremony in RIA Novosti.

### **CATEGORY «TERRORISM: HISTORY AND MODERNITY»**

*Movli Barakhoyev*, «From the History of Terrorism.» Serdalo (2009).

*Sergei Melnik*, «Reading Naumov.» Internet journal RELGA (2009).

*Sophia Ikonnikova*, «And If There is a Terrorist Attack Tomorrow?» Avangard (2009).

### **CATEGORY: «SEPARATISM, NATIONALISM, EXTREMISM – ACTS OF TERROR»**

*Murad Adbullayev*, «The Dangers of Religion.» Svobodnaya Respublika (2009).

*Semyon Semyonov*, «The Chechen Fracture.» Prichulymsky Vestnik (2009).

*Kristina Andreychikova*, «Nazis Will Get Nooses From the Authorities» Permskiye Novosti (2009).

### **CATEGORY «TERRORIST ACTS AS POLITICAL ARGUMENT»**

*Neda Pukhareva*, «How a Russian Can Avoid Becoming a Bio-resource for Al-Qaeda.» Respublika Bashkortostan (2009).

*Stanislav Anischenko*, «Terrorism 2009.» Gorodskiy Vesti (2009).

*Oksana Dolgopolova*, «The Conflict in South Ossetia Has Raised Tensions in Our Country As Well.» Apsheronsky Rabochy (2009).

### **CATEGORY «SOCIETY FACING WITH TERROR»**

*Rustam Bitirov*, «The Evil of Terrorism Comes from Ignorance.» Vesti Respubliki (2009).

*Eizhena Zarinsh*, «The Terrorist Threat in Astrakhan Remains Real.» Khronometer-Astrakhan (2009).

*Elmira Ibragimova*, «Terrorism – Whose Problem Is It?» Internet magazine Dagestanskaya Panorama (2009).

**CATEGORY «TERRORISM - A THREAT TO THE SECURITY OF THE INTERNAL POLITICS, SOCIETY, MILITARY, AND BORDERS OF THE RUSSIAN FEDERATION»**

*Vladimir Mukhin*, «The Caucasus: Militants aimed at the airport. Strategic facilities in the sights of suicide attackers.» *Nezavisimaya Gazeta* (2009).

*Sergei Kozlov*, «The Latest Reports from the War.» *Novosti Yugri* (2009).

*Mikhail Malygin*, «Buynaksk, Volgodonsk, Beslan, Nazran.» *Voenny Vestnik Yuga Rossii* (2009).

**CATEGORY «THE TERRORIST REFLECTED IN THE MEDIA»**

*Igor Rotar*, «From Ideological Warriors to Terrorists.» *Rossiya* (2009).

*Vadim Rechkalov*, «To Kill a Suicide Attacker.» *Moskovsky Komsomolets* (2009).

*Ragimat Adamova*, «Faces of the 'Forest Underground'» *Novoye Delo* (2009).

**CATEGORY «TERRORISM — A THREAT TO ISLAM»**

*Andrei Ryabov*, «Ordinary Wahhabism.» *Novosti Yugri* (2009).

*Ruslan Lalayev*, «A Tragedy Was Prevented.» *Stolitsa Plus* (2009).

*Aleksandr Schelkunov*, «A Trojan Horse from Al-Wahhab.» *Novosti Yugri* (2009).

**CATEGORY «VICTIMS OF TERROR»**

*Valentina Vartsaba*, «Terrorist Attack in Volgodonsk. Ten Years Later.» *Pravda, shto?* (2009).

*Tatiana Chubasova*, «I Don't Want to Be Pitied.» *Trud-7* (2009).

*Nikolai Modestov*, «We Remember, We Grieve, We Live.» *Vechernyaya Moskva* (2009).

**CATEGORY «POLITICAL EXTREMISM AS A SOURCE OF TERRORISM»**

*Elena Matsiong*, «The Black Mark.» *Uralsky Rabochy* (2009).

*Khozhaudin Borkhadzhiyev*, «Gaidar Moves Forward.» *Gums* (2009).

*Giray Gaidarov*, «Every Part of Society Fighting Terror.» *Dagestanskaya Pravda* (2009).

**CATEGORY «WORKS OF FICTION AND ESSAYS PUBLISHED IN THE MEDIA.»**

*Igor Atamanenko*, «The Terrorists Were Doomed.» *The Military-Industrial Courier* (2009).

*Sergei Nebrenchin*, «The Theory and Practice of World Domination.» *Politichesky Zhurnal* (2009).

*Taimuraz Bezhayev*, «September, Shot Up.» *Bryukhovetskiye Novosti* (2009).

## **LIST OF THEORETICAL THESES, RESEARCH WORKS AND PRINTED MATERIALS ON COUNTERTERRORISM AVAILABLE IN 2008-2009**

1. «Analytical Materials on the Formation of a Scientific and Methodological Basis for the Ideological Counteraction of Terrorism.» M.V. Lomonosov Moscow State University, October 30 – November 1, 2008. Moscow: MSU. 44 pp.
2. O.O. Andreyev; I.S., Batov, M.V. Bolshakov, and others. «Critically Important Facilities and Cyber-Terrorism. Pt 1. A Systematic Approach to the Organization of Counteraction.» Moscow: MNTsMO, 2008. 398 pp.
3. O.O. Andreyev, I.S. Batov, M.V. Bolshakov, and others. «Critically Important Facilities and Cyber-Terrorism. Pt 2. Aspects of Program Implementation of Means of Counteraction.» Moscow: MNTsMO, 2008. 607 pp.
4. «Counterterrorist Security: A Collection of Materials from the III All-Russia Applied science Conference.» Edited by V.N. Nozikov, A.V. Pechersky, A.Y. Malygin. Penza: Privolzhsky Dom Znaniy, 2009. 244 pp.
5. Afonin, S.A., Vartanova, E.L., Zinchenko, E.P. and others. «Modern Terrorism and the Struggle Against It: Social and Humanitarian Measurements.» Moscow: MNTsMO, 2007. 216 pp.
6. Baranov, V.P., Zhuravel, V.P. «Terrorism and Counterterrorism at the Turn of the XXI Century.» Moscow: Publishers of the journal Na Boyevom Postu, 2008. 286 pp.
7. Gorbunov, Y.S. «Terrorism and the Legal Regulation of Counterterrorism: A Monograph.» Moscow: Molodaya Gvardia, 2008. 460 pp.
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10. A.N. Mikhailenko, V.I. Kelekhsayev, «Counteraction of Terrorism: International Experience: A Monograph.» Moscow: M.Y. Lermontov Fund, 2008. 284 pp.
11. S.E. Metelev, «Modern Terrorism and Methods of Counterterrorist Activity: A Monograph.» Moscow: YUNITI-DANA. Zakon i pravo, 2008. 308 pp.
12. «The Counteraction of Terrorism in the Russian Federation and the Personal Security of Citizens.» Moscow: M.V. Lomonosov MSU. 49 pp.
13. «Recommendations to Leaders of Companies and Agencies on Defending Against Terrorist Threats and Other Manifestations of Extremism.» Moscow: M.V. Lomonosov MSU. 143 pp.
14. I.A. Seleznyov, «The Counteraction of Political Terrorism in the Sphere of International Sport: PhD diss, political science, Russian Academy of Sivil Service. Mosocw, 2008. 159 pp.





## FOR THE AUTHORS' INFORMATION

We invite department officers – members of the National Antiterrorist Committee, offices of the emergency operations centers and antiterrorist commissions in the Russian Federation constituent entities, as well as scientists, post-graduate students of scientific and educational institutions, all citizens to participate in preparing and publishing their materials in the Herald of the National Antiterrorist Committee.

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