



英國建構綜合性反恐戰略架構

— 2018 年英國反恐政策文件之概述

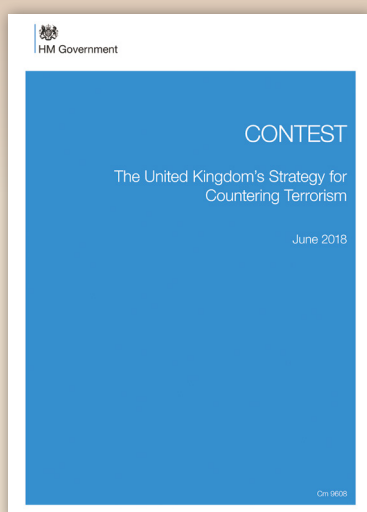
■ 實踐大學副教授 蔡裕明

英國內政部於今（2018）年6月4日公布名為較量（Contest）的反恐政策，此將建立綜合性戰略架構，並加強英國對內安全機構軍情五處（MI5）與警察以及民間部門之情資合作。



前言

英國倫敦於去（2017）年6月3日發生恐怖攻擊事件，導致8人死亡以及50餘人受傷。一年後，英國內政部於今（2018）年6月4日公布新的反恐政策。該文件代號名為較量（Contest）計畫，將加強英國對內安全機構軍情五處（MI5），與警察以及民間部門之情資合作。此外，英國內政大臣賈維德（Sajid Javid）



英國內政部於6月4日公布新的反恐政策，文件代號名為較量計畫（Contest）。（Source: GOV.UK, <https://www.gov.uk/government/publications/counter-terrorism-strategy-contest-2018>）

也指陳，將確保「恐怖分子不論在國際、英國境內，或在網路上，都沒有安全的空間」。英國首相梅伊（Theresa Mary May）在序言表示，恐怖分子試圖對英國造成傷害、激發恐懼並且破壞英國社會結構。今年的反恐政策係根據2011年英國所公布反恐戰略，並且從全球與英國恐怖攻擊事件中汲取教訓，採取綜合行動應對英國本土與在海外所面臨之風險。¹

英國 4P 反恐政策概述

英國反恐政策作法為結合公部門與私部門，以及廣納社區、公民團體與海外合作伙伴，不讓恐怖分子有機會招募信眾甚至採取行動。英國現正面臨三種恐怖主義之攻擊威脅，包括伊斯蘭國組織與基地組織的伊斯蘭恐怖主義（Al-Qaeda）、極端的右翼恐怖主義（extreme right-wing terrorism）

¹ 該份報告全文參見 HM Government, "CONTEST: The United Kingdom's Strategy for Countering Terrorism," June 2018, <https://www.gov.uk/government/publications/counter-terrorism-strategy-contest-2018>.

以及北愛爾蘭相關之恐怖主義。此外，英國也認為，恐怖分子可能進行複雜且具破壞性攻擊，亦可能針對人群聚集處或全球航空系統，且加密軟體之使用使得恐怖分子得以掩飾其計畫。

英國的反恐政策可用 4 個 P 予以敘述：預防（prevent）、追求（pursue）、保護（protect）和準備（prepare）。預防和追求之目的為減少英國所面臨威脅，阻止人們成為恐怖分子或支持恐怖主義，並且制止恐怖襲擊；保護和準備工作之目的旨在減少漏洞，加強對關鍵基礎設施之保護，並且減輕恐怖襲擊之影響。這四項領域工作在於降低英國本土及其海外利益受到恐怖主義威脅之風險，讓民眾得以自由自信地開展生活。

在防範民眾成為恐怖分子或支持恐怖主義方面，政策包括：政府執法活動將置於恐怖主義或威脅程度較高區域；擴大「脫離與拒絕計畫」（Desistance and Disengagement Programme）；理解可能參與恐怖主義者想法，並盡早介入預防；網路監控重點在於防止恐怖分子傳遞資訊與建立反恐論述，確保網路不會成為恐怖分子避風港；與社區、公民社會團體，公共部門機構建立合作關係；重新執行安全保障措施，確保社區與家庭不被利用或培養暴力極端主義者。

在防止英國本土與海外發生恐怖攻擊方面，政策包括：落實軍情五處與反恐警務部門之改革建議，改進英國國內調查能力；引入新的反恐立法來破獲恐怖

Prevent

16 To safeguard and support those vulnerable to radicalisation, to stop them from becoming terrorists or supporting terrorism, we will:

- Focus our activity and resources in those locations where the threat from terrorism and radicalisation is highest.
- Expand our Desistance and Disengagement Programme with an immediate aim over the next 12 months to more than double the number of individuals receiving rehabilitative interventions.
- Develop a series of multi-agency pilots to trial methods to improve our understanding of those at risk of involvement in terrorism and enable earlier intervention.
- Focus our online activity on preventing the dissemination of terrorist material and building strong counter-terrorist narratives in order to ensure there are no safe places for terrorists online.
- Build stronger partnerships with communities, civil society groups, public sector institutions and industry to improve Prevent delivery.
- Re-enforce safeguarding at the heart of Prevent to ensure our communities and families are not exploited or groomed into following a path of violent extremism.

Pursue

17 To stop terrorist attacks happening in this country and against UK interests overseas we will:

- Implement a step-change in our domestic investigative capabilities through implementing the recommendations of MI5 and CT Policing's Operational Improvement Review.
- Introduce new counter-terrorism legislation to disrupt terrorist threats in the UK earlier, taking account of the scale of the threat and the speed at which plots are now developing.
- As set out in the National Security Strategy and Strategic Defence and Security Review 2015, we are recruiting and training over 1,900 additional staff across the security and intelligence agencies.
- Develop a series of multi-agency pilots to trial ways to improve information sharing and enrich our understanding of the threat at the local level, including of closed and closing subjects of interest¹⁸.
- Bring foreign fighters to justice in accordance with due legal process if there is evidence that crimes have been committed, regardless of their nationality.
- Maintain our use of enhanced legislative tools to target and disrupt terrorist finance.
- Ensure we maintain our global reach to disrupt those that directly threaten the UK or UK interests.
- Ensure strong independent oversight of our counter-terrorism work, including publishing annual reports by the Independent Reviewer of Terrorism Legislation, the Biometrics Commissioner and the Investigatory Powers Commissioner.

Protect

18 To strengthen our protection against a terrorist attack in the UK or against our interests overseas, and so reduce our vulnerability, we will:

- Collate and analyse greater volumes of high quality data to enhance our ability to target known and previously unknown persons and goods of potential counter-terrorism concern.
- Maintain the UK at the forefront of developing world leading screening and detection technologies at the border, including behavioural detection, new detection techniques, data analytics and machine learning.
- Target the insider threat by strengthening information-sharing about those working in sensitive environments in airports, to ensure that persons of concern do not have access to restricted environments.
- Further strengthen security and resilience across the UK's transport network and other parts of our critical national infrastructure that keep our country running and provide essential services.
- Work in partnership with the aviation industry and international partners to deliver robust and sustainable aviation security in the UK and overseas.
- Improve security at crowded places through closer, more effective working with a wider range of local authority and private sector responsible partners.
- Enhance capabilities to detect terrorist activity involving Chemical, Biological, Radiological, Nuclear and Explosives (CBRNE) material and their precursors and to control and safeguard these materials.

Prepare

19 To mitigate the impact of a terrorist incident, by bringing any attack to an end rapidly and recovering from it, we will:

- Maintain our investment in the capabilities of the emergency services in order to deliver a coordinated and effective response to terrorist attacks.
- Ensure the UK is resilient and ready to respond in a proportionate and effective manner to a wide range of CBRNE threats.
- Fully embed the Joint Emergency Service Interoperability Principles across the emergency services by 2020, to ensure that they can work together effectively in response to a terrorist attack.
- Regularly test and exercise the multi-agency capabilities required to respond to, and recover from, a wide range of terrorist attacks.
- Improve support arrangements for victims of terrorism to ensure a comprehensive and coordinated response.

20 Terrorists know no boundaries and what they do overseas manifests itself in the UK. We will prioritise our efforts in areas of highest risk to British people and interests, whilst maintaining our ability to reach and disrupt those who would seek to harm directly the UK and our interests. Given the increasingly dispersed nature of the threat, we will focus well-targeted capability building to help partners tackle shared threats and build their resilience. We will ensure UK citizens are aware of risks overseas and know how to react if they are involved

英國的反恐政策包含 4P：預防（prevent）、追求（pursue）、保護（protect）和準備（prepare）。（Source: GOV.UK, <https://www.gov.uk/government/publications/counter-terrorism-strategy-contest-2018>）

主義威脅；安全與情報單位增加招聘與培訓人員；改善情報共享並且強化對於地方層級威脅之理解；無論國籍為何，若有犯行證據，應按正當法律程序將外國戰士繩之以法；以法律工具管控恐怖分子融資；維持英國全球影響力；恐怖主義立法獨立審查員（Independent Reviewer of Terrorism Legislation）、生物識別審查員（Biometrics Commissioner）與調查權利委員（Investigatory Powers Commissioner）等對於反恐任務進行監督。

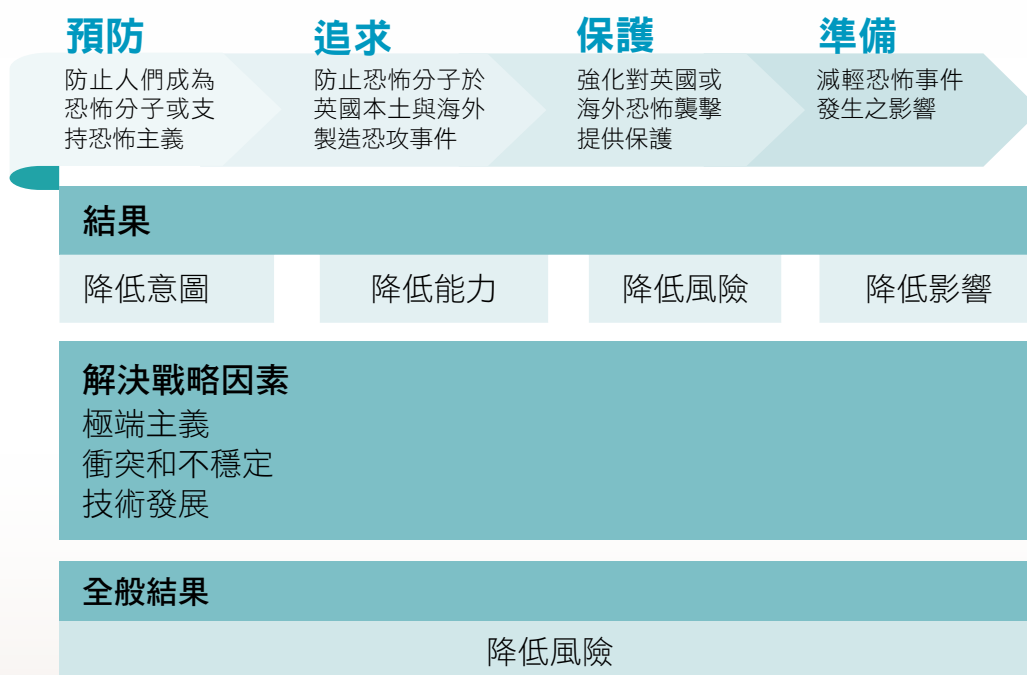
在保護英國資產與減少脆弱性方面，政策包括：蒐整情資並提高已知與未知潛在恐怖分子能力；開發包括行為檢測、資料分析與機器學習等篩檢技術；加強在機場等工作的人員之資訊分享機制防範內部威脅（insider threat），確保非相關人員無法接觸敏感資訊；加強整體英國運輸網絡和國家關鍵基礎設施之安全性和韌力；與航空業者和國際合作夥伴協調，在英國和海

外提供穩健與可持續之航空安全；與地方政府和私部門合作，提高擁擠地區之安全性；加強發現涉及化學、生物、放射性、核子和爆炸物材料之能力，並控制和保護這些材料。

為減輕恐怖主義事件之影響，英國政府會盡快從任何襲擊中恢復，包括：維持緊急應變能力，有效應對恐怖攻擊；確保英國有能力應對各種核生化與輻射武器之威脅；結合緊急服務互通操作性原則（Joint Emergency Service Interoperability Principles）以確保能夠有效共同應對恐怖襲擊；定期實施各機構測試和演習；改善恐怖主義受害者之支持安排。

英國網路反恐措施

現今恐怖分子可利用加密的數位通信、比特幣等加密貨幣，與無人機等新技術來策劃並執行攻擊，技術之進步也讓反



英國反恐模型

恐作為創造新的挑戰、風險與機遇。而對於恐怖組織而言，網際網路也成為宣傳、同情者自我激化與發動準備之關鍵性媒介。此外，英國政府認為人工智慧之發展可以較以往更為快速過濾與辨識關鍵資訊，虛擬實境技術也讓安全人員易於規劃或模擬可能攻擊場景，國家邊界、機場或港口可採用新技術強化國境的檢測與篩選能力，量子計算（quantum computing）也可結合人工智慧，提高大數據的排序與探勘速度，從而獲得對於執法與情報有利之關鍵資訊。對此，英國政府刻正要求科技

公司需要強化處置有害與非法網路活動之責，並且改善與私營部門和通信服務提供商之伙伴關係。

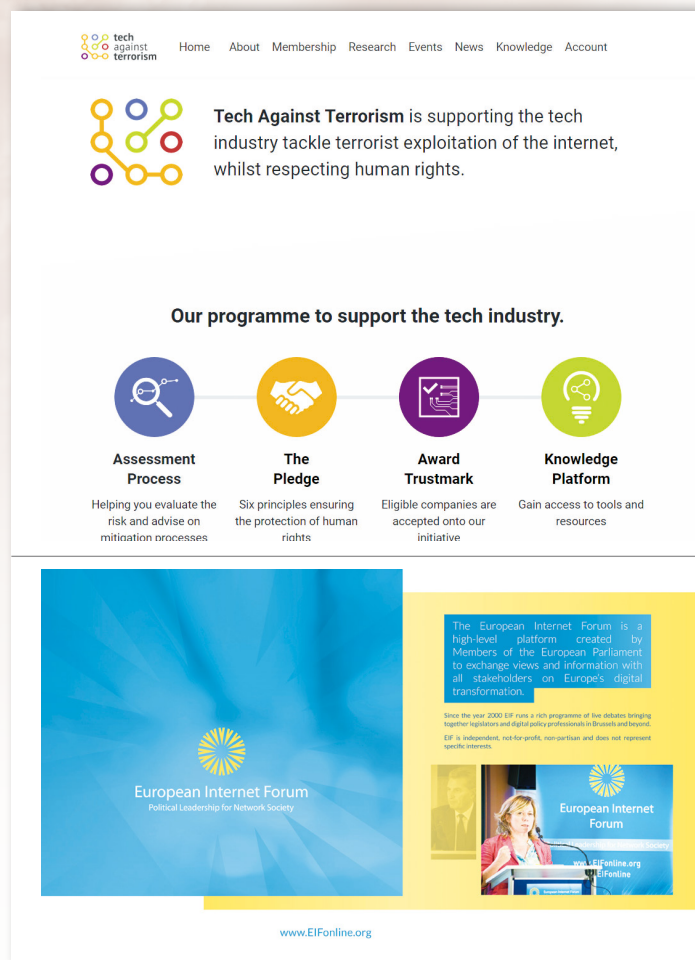
英國政府為打擊恐怖組織在網路之宣傳，於內政部設立研究、資訊與通訊單位（Research, Information and Communications Unit, RICU）以及外交及聯邦事務部（Foreign and Commonwealth Office）下設置打擊伊斯蘭國通信全球聯盟單位（Global Coalition Against Daesh Communications Cell），以更為主動方式處理網路上恐怖主義內宣傳內容。在打



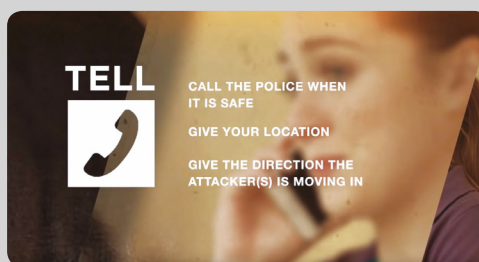
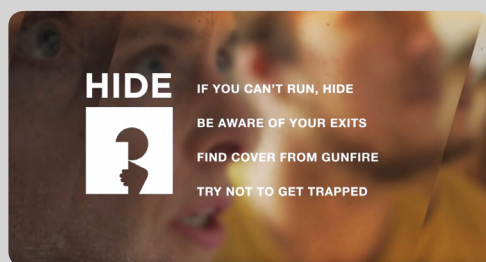
英國政府認為善用人工智慧可提高探勘速度，獲得對於執法與情報有利之關鍵資訊，並要求科技公司需要強化處置有害與非法網路活動之責，避免恐怖組織透過網路媒介預謀攻擊。

擊網路恐怖主義方面，英國藉由美國、澳洲、加拿大與紐西蘭等「五眼聯盟」（Five Eyes），持續參與全球網路反恐論壇（Global Internet Forum to Counter-Terrorism, GIFCT）、歐盟網路論壇（EU Internet Forum）與聯合國大會。

英國認為恐怖分子不分國界，且未來恐怖主義發展將趨於多樣化且複雜化，英國已發展一套綜合性戰略架構（comprehensive strategic framework），將反恐焦點置於明確的能力建設，與合作伙伴共享威脅情資並強化回復能力與韌力，讓公民意識到本土與海外之風險，讓民眾知道遇事故時應如何應變，以及提高航空安全標準，並追蹤與限制恐怖分子使用網際網路傳遞情報或招募信眾。在英國脫歐後，英國政府仍表示將透過歐洲刑警組織（Europol）的安全資訊交換網絡系統（Secure Information Exchange Network Application, SIENA）持續分享情資，希冀減少恐怖攻擊對於英國之威脅。



英國政府除設立專職單位外，亦積極參與國際論壇，打擊恐怖組織在網路之宣傳。（Photo credit: GIFCT, <https://www.techagainstterrorism.org>; EU Internet Forum, <https://www.eifonline.org>）



英國政府製作影片積極宣導，讓民眾知道遭遇事故時應如何應變。（Photo credit: National Counter Terrorism Security Office, <https://www.gov.uk/government/news/travel-industry-training-staff-to-deal-with-terrorist-incidents>）