NATO
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THE PRAGUE SUMMIT AND NATO'S TRANSFORMATION
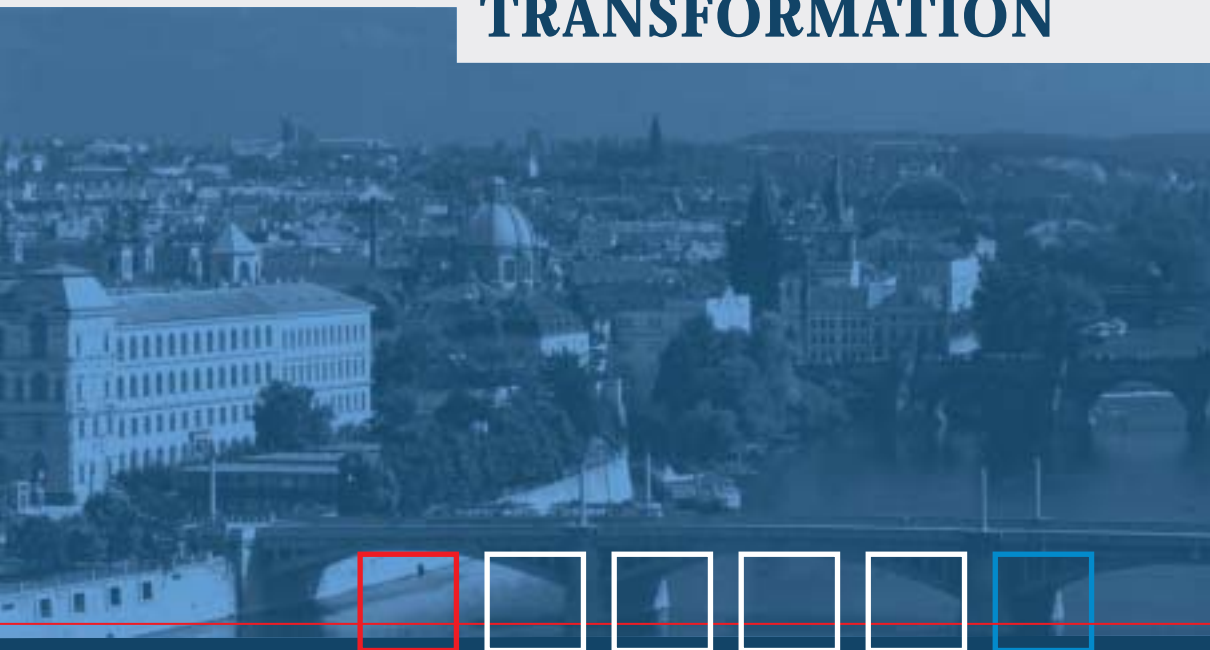
A READER'S GUIDE

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Note: References made in this document to the former Yugoslav Republic of Macedonia are marked with an asterisk (*) referring to the following footnote: "Turkey recognises the Republic of Macedonia with its constitutional name."

Preface

Delivering on the decisions of the Prague Summit

At the Prague Summit, NATO Heads of State and Government took a number of crucial decisions affecting the Alliance's role in Euro-Atlantic security and its ability to adjust to new priorities and to adapt its capabilities in order to meet new challenges. They set an ambitious new agenda for the Alliance to ensure that it can continue to serve as the foundation of the Allies' security and as one of the principal international agents of stability and democratic reform throughout a wider area. This new agenda will have important consequences for virtually every aspect of the Alliance including its tasks, its membership, its relationships with its partner countries and with other organisations, its decision-making practices and internal structures, and its ability to conduct modern military operations successfully across the full spectrum of the Alliance's missions.

There have been a number of important Summit meetings in NATO's history, each of them occurring at key moments when the Alliance was confronted with the need for change in order to respond to a new security situation. For many years, at these critical moments in NATO's evolution, the decisions taken came into the category of incremental changes, building on the progress that had been achieved and taking one more step towards the establishment of long-term security and stability throughout the Euro-Atlantic area. What distinguishes the Prague Summit from earlier landmarks is that it addressed NATO's comprehensive transformation, the need for which had been dramatically underlined by the tragic attacks of 11 September 2001 on the United States. Since that time, the increased threat posed by weapons of mass destruction, the need for new operational capabilities in critical areas, the demands of NATO's enlargement, the developing role of partnerships with Russia, Ukraine and other partner countries, the rapidly evolving strategic partnership with the European Union, the role of NATO Allies in the International Security Assistance Force in Afghanistan, and NATO's continuing role in the Balkans, have each reinforced the need for the Alliance to adapt its structures and policies in order to meet its commitments and to effectively carry out its missions.

In the wake of the Prague Summit, the task now facing the Alliance is to deliver on the decisions taken and the commitments made. High on this agenda is the Alliance's response to the increased threat posed by weapons of mass destruction. This has to

be seen in the context of the overall threat from terrorism, the consequences of which are, regrettably, likely to remain with us for many years. At Prague, the Heads of State and Government defined NATO's potential role in combating this threat and adopted a series of measures designed to improve the Alliance's ability to defend against it. These included improvements in relevant military capabilities; increased efforts in the field of non-proliferation to equip the Alliance to respond to the possible use of chemical, biological, radiological or nuclear (CBRN) weapons against its forces or populations; a Civil Emergency Planning Action Plan to assist national authorities in improving their civil preparedness against terrorist attacks, potentially including those with CBRN weapons; improved arrangements for intelligence sharing and assessments; improved crisis response arrangements; and increased cooperation with partner countries, most notably through a Partnership Action Plan against Terrorism. A new military concept for defence against terrorism, approved by the North Atlantic Council just before the Summit, provides the framework for the detailed implementation of several of these measures.

Also at the top of the list of priorities is the implementation of the measures agreed upon to transform NATO's overall military capabilities. This has three principal aspects – the streamlining of NATO's military command arrangements, the creation of a NATO Response Force, and the improvement and development of military capabilities in specific, particularly important fields such as intelligence and surveillance, deployability, readiness, effective engagement, survivability and force protection, and defence against nuclear, biological, and chemical weapons.

Of course, we have been pursuing improvements in these areas for a number of years. Today's command structure, for example, is quite different from the one NATO had when the Cold War ended. However, among changes to the command structure decided in Prague, the details of which are now being worked out, new emphasis is being given to building a structure that will deliberately focus on facilitating the transformation of military capabilities, on a continual and deliberate basis, as new needs are identified. One of the two new strategic commands will be dedicated to meeting the need for the transformation of capabilities, permitting the other to focus on operational matters.

Turning to the NATO Response Force, it has been striking how quickly support for the idea of such a highly ready, deployable, and sustainable force has emerged. The NATO Military Committee has already been tasked to produce a military concept for the force, as part of a comprehensive concept that will take into account all the political and political-military issues that need to be considered, relating to the nature,

scope and scale of the force's tasks, its resource implications, and the mechanisms for the identification, commitment and rotation of participating units. The NATO Response Force will not only have an operational role but will also serve as a catalyst for promoting improvements in military capabilities.

At the centre of the current efforts to ensure that Alliance forces will have the means necessary to conduct all of their potential operations swiftly and effectively, wherever the North Atlantic Council decides and for as long as necessary, is the Prague Capabilities Commitment.

In the months and years to come, the commitments made by the Heads of State and Government at Prague must be translated into real capability improvements. The principal responsibility for doing this lies of course with the Allies themselves, but collectively we will also need to track progress in achieving the commitments the nations have made; to keep a close watch on the various multinational efforts and to be ready to intervene as necessary to solve any problems which arise. In addition, we will need to find ways of involving the invited countries and the partner countries in the process and of ensuring the mutual reinforcement of our efforts and those of the European Union. These are challenging but realistic and achievable goals which the Alliance has set itself and success in implementing them is of paramount importance in carrying out the whole of the wider agenda laid down in Prague.

As far as enlargement is concerned, the Prague Summit was the occasion for extending invitations to seven aspirant countries. For the 19 current members of the Alliance and for the seven countries invited to join, the Summit was another historic step in the unification of Europe from the Baltic to the Black Sea. The prospect of NATO membership has helped to encourage and to guide the democratic reform process in all the aspirant countries and to help settle outstanding disputes. Admitting the new members will also enhance NATO's ability to face future challenges.

Sufficient progress to make this possible, by the time of the Summit, was achieved because of the considerable efforts made by the aspirants themselves to prepare for membership. The Prague Summit Declaration recognises their commitment to the basic principles and values enshrined in the Washington Treaty, their ability to contribute to the Alliance's full range of missions including collective defence, and their commitment to contributing to stability and security, especially in regions of crisis and conflict.

Allied leaders also agreed at Prague to introduce a number of improvements with regard to NATO cooperation with its partner countries, including the strengthening of the political dialogue with them and increasing as much as possible their involvement

in the planning, conduct and oversight of the activities in which they participate. They instituted new cooperative mechanisms to allow the Alliance to tailor its assistance with domestic reforms to the specific needs and circumstances of individual partner countries and launched the Partnership Action Plan against Terrorism, as a concrete expression of the determination of Allies and Partners to join forces against the terrorist threat.

At the pinnacle of the Alliance's cooperation with Partner countries is its cooperation with Russia. No major new initiatives were taken in this context at Prague, nor were any expected, since the components of NATO's new relationship with Russia were established when the new NATO-Russia Council was created in Rome in May 2002. Since that time, extremely encouraging progress has been made and the Summit reaffirmed NATO's determination to deepen this relationship. Similarly, when the NATO-Ukraine Commission met at the level of Foreign Ministers in Prague, explicit encouragement was given to Ukraine to pursue the course of integration with Euro-Atlantic structures on which it has embarked. Beyond these relationships, however, the Summit gave a boost to cooperation with NATO partner countries across the board, specifically in the field of interoperability and defence-related activities which are at the core of the partnership programme. In the months to come, strenuous efforts will be made, through practical measures such as Individual Partnership Action Plans and the Partnership Action Plan against Terrorism, to give effect to these decisions.

The Prague Summit also provided an opportunity for the Alliance to look beyond the immediate issues on its agenda to the prevailing security situation in Afghanistan. In their Summit Declaration, the Heads of State and Government affirmed their support for the role played by NATO countries in responding to the request by the United Nations to assist the Afghan government in restoring security in Kabul and its surroundings. An International Security Assistance Force (ISAF) was created for this purpose, first under United Kingdom leadership and subsequently under the leadership of Turkey. In February 2003, Germany and the Netherlands jointly assumed the role. NATO and Partner countries contribute the majority of the forces participating in ISAF. NATO has provided support for this process, for example with regard to operational planning and intelligence. While underlining its continuing support, the Alliance has emphasised that overall responsibility for security and law and order throughout Afghanistan is ultimately a matter for the Afghan people themselves.

In a separate declaration on Iraq, NATO leaders pledged full support for the implementation of UN Security Council Resolution 1441 and called on Iraq to comply fully and immediately with this and all relevant UN Security Council resolutions. Their

statement emphasised that they stand united in their commitment to take effective action to assist and support the efforts of the UN to ensure full and immediate compliance by Iraq, without conditions or restrictions.

The NATO Heads of State and Government recognised the vital role played by the Alliance in restoring a secure environment in South-East Europe and reaffirmed their support for the territorial integrity and sovereignty of all the countries in this strategically important region. They confirmed their intention to continue working with their partners in SFOR and KFOR, and with the United Nations, the European Union, the OSCE and other international organisations to build a peaceful, stable and democratic South-East Europe, where all countries assume ownership of the process of reform and are integrated in Euro-Atlantic structures.

In carrying out these commitments and as part of this process, the North Atlantic Council agreed, in December 2002, to respond to a request by President Trajkovski, to continue supporting the former Yugoslav Republic of Macedonia* with a new mission known as operation *Allied Harmony.* This was designed to minimise risks of destabilisation by providing a continued international presence consisting of operational elements to provide support for the international monitors as well as advisory elements to assist the government in assuming responsibility for security throughout the country. Further steps to implement Alliance commitments in the region were to be taken in the coming months in close cooperation with other international organisations, particularly including the European Union, which expressed its readiness to assume responsibility for the military operation in the former Yugoslav Republic of Macedonia* when conditions were right.

Operation *Allied Harmony* was terminated on 31 March 2003, following agreements reached between NATO and the European Union on EU access to the collective assets and capabilities of NATO for EU-led operations. A ceremony held in Skopje on 31 March 2003 marked the handover of the mission to the European Union. NATO has emphasised its continuing commitment to helping the former Yugoslav Republic of Macedonia* to become fully-integrated into Euro-Atlantic structures and will maintain senior civilian and military representatives in Skopje to assist in this process.

With regard to the wider partnership between NATO and the European Union, the Prague Summit underlined the fact that they share common strategic interests and stressed the potential for effective future cooperation between them, once satisfactory solutions had been found to the fundamental issues of participation in future

EU-led operations by non-EU European allies and assured EU access to NATO planning capabilities. Within a very short space of time after the Summit, agreement was reached both in NATO and in the EU, on key decisions both with regard to the issue of participation and with regard to the question of access. This was welcome progress indeed. The joint declaration on the European Security and Defence Policy (ESDP) adopted by the European Union and NATO on 16 December 2002, represented a huge landmark in this process and opened the way for closer political and military cooperation between the two organisations in the areas of crisis management and conflict prevention. It outlines the political principles for EU-NATO cooperation and gives the European Union assured access to NATO's planning capabilities for its own military operations. The way is now clear for the two organisations to work out the detailed modalities for cooperation, both with regard to the potential for the European Union to take over the military operation in the former Yugoslav Republic of Macedonia*, and with regard to the possible future role of the EU in Bosnia, as well as with regard to other areas of future cooperation.

The Council has set a demanding timetable for completing outstanding work in this field, as well as achieving progress in other areas of the transformation process agreed upon at Prague. Delivering on these commitments and showing real progress in each of the key aspects of this ambitious agenda calls for systematic steps to provide the necessary capabilities to carry out the Alliance's tasks and firm measures to implement accompanying internal reforms, including work on the new NATO headquarters. I am confident that the Alliance will once again demonstrate that it is equal to this challenge.

I THE SUMMIT DECISIONS

The decisions taken by NATO Heads of State and Government at their Summit Meeting in Prague on 21 November 2002 are designed to enlarge, transform and strengthen the Alliance at a time when the world is confronted by serious new threats. Alliance leaders made commitments to transform NATO, to take in new members, to develop the capabilities needed to meet new challenges and to further develop their relationship with partner countries. These commitments represent a further significant step in consigning to the history books the divisions that damaged international relations for much of the 20th century. In the broader context, Allied governments emphasised their commitments to maintaining the transatlantic link, to fulfilling the Alliance's fundamental security tasks, including collective defence, to shared democratic values and to the United Nations Charter.

Seven countries – Bulgaria, Estonia, Latvia, Lithuania, Romania, Slovakia and Slovenia – were invited to begin accession talks. Highlighting the historic nature of the occasion, Allied leaders stated that the accession of these new members would strengthen security for all in the Euro-Atlantic area and help achieve the common goal of a Europe whole and free, united in peace and by common values. They reaffirmed that NATO's door would remain open to European democracies willing and able to assume the responsibilities and obligations of membership, in accordance with Article 10 of the Washington Treaty.

In the light of the 11 September 2001 terrorist attacks on the United States, the Alliance leaders approved a comprehensive package of measures to strengthen their ability to meet security challenges facing their military forces, populations and territory. They underlined that none of the decisions taken to transform and adapt NATO should be perceived as a threat to any country or organisation, but rather as a sign of the Alliance's determination to defend and protect their member countries from attacks. Rapidly deployable, sustainable and effective forces are needed for this purpose.

Specific decisions taken at Prague include the following:

NATO Response Force

• *The creation of an effective, technologically advanced NATO Response Force (NRF) designed to be flexible, rapidly deployable, interoperable and sustainable.*

The force will include land, sea, and air elements ready to move quickly to wherever they are needed. It will have an initial operational capability by October 2004 and will reach full operational capability by October 2006. Progress will be monitored by defence ministers at their meeting in Spring 2003.

Command structure

- *The streamlining of NATO's military command arrangements, in order to make them more efficient and effective and adapted to the operational requirements of the full range of Alliance missions.*

There will be two strategic commands, one operational, and one functional. The strategic command for operations will be supported by two Joint Force Commands able to generate a land-based Combined Joint Task Force (CJTF) headquarters and a robust but more limited standing joint headquarters from which a sea-based CJTF headquarters can be drawn.

The second, functional strategic command will be responsible for the continuing transformation of military capabilities and for promoting interoperability. Details of the overall command structure will be finalised by defence ministers by June 2003.

Capabilities commitments

- *Approval of the Prague Capabilities Commitment (PCC), involving firm, specific political commitments by individual Allies to improve capabilities.*

The improvements will focus on chemical, biological, radiological, and nuclear defence; intelligence, surveillance, and target acquisition; air-to-ground surveillance, command, control and communications; combat effectiveness, including precision guided munitions and suppression of enemy air defences; strategic air and sea-lift; air-to-air refuelling; and deployable combat support and combat service support units.

The relationship between the PCC and the European Capabilities Action Plan will be based on autonomy, mutual reinforcement and openness. Measures to improve capabilities in areas where shortfalls have been identified may include role specialisation and reprioritisation and in many cases will also include additional financial resources. Improvements are expected to be implemented rapidly.

Defence against terrorism

- *Endorsement of an agreed military concept for defence against terrorism, as part of a package of measures to strengthen NATO's anti-terrorism capabilities.*

This includes improved intelligence sharing and crisis response arrangements, based on the recognition of the serious threat to international security posed by terrorism and the need for a comprehensive response to it.

Further decisions were taken in the following areas:

Disaster assistance

- *Implementation of a Civil Emergency Planning (CEP) Action Plan for civil preparedness against possible attacks involving chemical, biological or radiological (CBR) agents.*

Defence against CBRN attacks

- *Implementation of specific initiatives to enhance the Alliance's defence capabilities against chemical, biological, radiological and nuclear (CBRN) attacks.*

Defence against cyber attacks

- *Initiation of measures to strengthen defence against cyber attacks.*

Missile Defence

- *Launching of a new NATO Missile Defence feasibility study to examine options for protecting Alliance territory, forces and population centres against missile threats.*

In other areas, NATO leaders made a number of affirmations relating to security policy as a whole. These included the necessity of abiding by and strengthening existing multilateral non-proliferation and export control regimes and international arms control and disarmament accords.

Enlargement

Alliance leaders emphasised that the new members would enhance NATO's ability to face future challenges. They stipulated that accession talks would begin immediately, with a view to signing Accession Protocols by the end of March 2003 and with the aim of achieving ratification and membership by May 2004, at the latest. In the meantime, the invited countries would be involved to the maximum extent in Alliance activities and would continue to benefit from participation in the Membership Action Plan. Each of the invited countries would present a timetable for necessary reforms to be carried out before and after accession in order to enhance their contribution to the Alliance.

Three of the countries aspiring to Alliance membership, namely Albania, the former Yugoslav Republic of Macedonia* and Croatia, were not among those invited to begin accession talks.

The Summit leaders commended Albania for the progress made in carrying out reforms, for its contribution to regional stability and its support for the Alliance. They also commended the former Yugoslav Republic of Macedonia* on the progress it has made in its reform process, on its support for Alliance operations, and on steps taken to overcome internal challenges and to advance democracy, stability and ethnic reconciliation. They affirmed that the Alliance would provide continued support, including activities under the Membership Action Plan (MAP), to both countries to enable them to meet the obligations of possible future membership, for which they remain under consideration. NATO countries have agreed to improve their capacity to help both countries.

Croatia also remains under consideration for future membership. Progress will depend on its further reform efforts and compliance with all of its international obligations, including its obligations to the International Criminal Tribunal for the former Yugoslavia (ICTY).

The Membership Action Plan will remain the vehicle to keep aspirants' progress under review. The leaders declared that the present invitees will not be the last countries invited to join the Alliance.

Strengthened EAPC and PfP cooperation

The decision was taken by Alliance leaders to upgrade cooperation with Euro-Atlantic Partnership Council/Partnership for Peace (EAPC/PfP) countries, *inter alia* by means of a strengthened political dialogue and increased involvement of partner countries in the planning, conduct and oversight of PfP activities. New practical measures are being introduced to address the diversity of partner countries' needs and circumstances. Individual Partnership Action Plans will allow the Alliance to provide precise advice and assistance to interested partner countries pursuing domestic reforms. Partnership Action Plans will allow Allies and Partners to engage in practical work on specific, concrete issues of common concern, including regional matters. The leaders encouraged partner countries, including those in Central Asia and the Caucasus, to take advantage of these measures. They welcomed in particular their resolve to take action against terrorism, including participation in the Partnership Action Plan against Terrorism that was also adopted in Prague.

At the same time, the Summit leaders reiterated that interoperability and defence-related activities remain at the core of the PfP programme. They also indicated that participation might be broadened to include Serbia and Montenegro and Bosnia-Herzegovina, after the necessary progress has been achieved, including full cooperation with the International Criminal Tribunal for the former Yugoslavia.

The NATO-Russia Council

The Prague Summit Declaration highlighted the fact that NATO member countries and Russia are working together in the NATO-Russia Council as equal partners, making positive and encouraging progress in areas such as peacekeeping, defence reform, non-proliferation of weapons of mass destruction, search and rescue, civil emergency planning, theatre missile defence and the struggle against terrorism. Progress reflects shared goals. Alliance leaders stated their determination to further intensify and broaden cooperation with Russia.

NATO and Ukraine

Alliance leaders encouraged Ukraine to implement all reforms necessary for full Euro-Atlantic integration, including the enforcement of export controls. Continued progress depends on Ukraine's unequivocal commitment to the values of the Euro-Atlantic community. The new NATO-Ukraine Action Plan adopted in Prague identifies political, economic, military and other areas of reform where Ukraine is committed to making further progress and where NATO will continue to assist.

The Mediterranean Dialogue

The decision to upgrade both political and practical dimensions of the Alliance's Mediterranean Dialogue also featured prominently in the Prague Declaration. The Alliance leaders stressed their wish to encourage intensified practical cooperation with the countries participating in the Dialogue, as well as effective interaction on security matters of common concern, including terrorism-related issues.

NATO-EU Relations

NATO Heads of State and Government stressed the common strategic interests of NATO and the European Union and reaffirmed their commitment to decisions already made to enhance NATO-EU cooperation. They pointed to the success of joint NATO-EU efforts to restore peace and create the conditions for prosperous and democratic societies in the Balkans. Since 11 September 2001, cooperation has become especially important in enabling crises to be managed effectively and to be met with the most appropriate military response.

Significant further progress has been made in the NATO-EU relationship since the Summit, following resolution by the EU of the participation issue in a manner considered satisfactory by all Allies. Meeting on the 13 December 2002, the member countries of the North Atlantic Council declared that they were now in a position to give the

EU ready access to the collective assets and capabilities of NATO for operations in which the Alliance as a whole is not engaged militarily and announced a series of related measures pertaining to this decision.

A joint declaration was subsequently adopted by the European Union and NATO on 16 December 2002, opening the way for closer political and military cooperation between the two organisations. The landmark Declaration on the European Security and Defence Policy (ESDP) provides a formal basis for cooperation between the two organisations in the areas of crisis management and conflict prevention. It outlines the political principles for EU-NATO cooperation and gives the European Union assured access to NATO's planning capabilities for its own military operations.

NATO and the OSCE

The Prague Declaration also referred to the Alliance's relationship with the Organisation for Security and Cooperation in Europe (OSCE), the focus of which will be on developing cooperation with respect to conflict prevention, crisis management and post-conflict rehabilitation.

South-East Europe

The Summit participants reiterated their support for the territorial integrity and sovereignty of all the countries in South-East Europe and pledged to continue to work with their Partners in the context of SFOR and KFOR, as well as with the United Nations, the European Union, the OSCE and other international organisations, towards the integration of South-East Europe in Euro-Atlantic structures. This calls for the building of enduring multi-ethnic democracies; rooting out organised crime and corruption, and establishing the rule of law; regional cooperation; and full compliance with international obligations, including the International Criminal Tribunal for the former Yugoslavia.

The progress of reform in the region will determine the pace of integration. The Alliance confirmed its intention to maintain a presence in the region and its readiness to assist the countries through individual assistance programmes. Options for further rationalisation and force restructuring of the NATO-led forces present in the region will be explored, as circumstances permit.

On 29 November 2002, the North Atlantic Council agreed that although NATO's current mission to support the former Yugoslav Republic of Macedonia* could be terminated on the expiry of its mandate on 15 December 2002, there continued to be a requirement for a follow-on international military presence after that date. Smaller than the previous peacekeeping mission, known as *Amber Fox,* the new operation

would provide support for the international monitors overseeing the implementation of the peace plan and assistance to the government in assuming responsibility for security throughout the country.

Agreement was subsequently reached in Prague to maintain a NATO presence in the former Yugoslav Republic of Macedonia* from 15 December 2002, for a limited period, to contribute to continuing stability. The Alliance recognised the readiness of the EU to take over this military operation under appropriate conditions and preparations towards this end continued following the agreement reached between NATO and the European Union in December 2002. The NATO-led operation was terminated and responsibility for the mission was handed over to the European Union at a ceremony in Skopje on 31 March 2003.

Afghanistan

NATO leaders recognised that the forces of NATO member countries constitute the backbone of the International Security Assistance Force (ISAF) which is helping to restore security in Kabul and its surroundings. The tasks undertaken by the United Kingdom, and subsequently by Turkey, as lead nations were assumed jointly by Germany and the Netherlands in February 2003. NATO is committed to supporting the force in selected areas, but the main responsibility for providing security and law and order throughout Afghanistan resides with the Afghan people themselves.

The CFE Treaty

NATO's commitment to the Conventional Armed Forces in Europe (CFE) Treaty was reaffirmed by Alliance leaders, as was their desire for the Adapted CFE Treaty to enter into force as soon as possible. The planned accession to the Adapted Treaty of certain non-CFE countries will further contribute to European stability and security. Russia's efforts to reduce forces to agreed levels in the area covered by Article V of the Treaty is also positive. However, leaders stressed that in order to create the conditions for Allies and other States Parties to move forward on ratification of the Adapted Treaty, all States Parties should swiftly fulfill their outstanding commitments.

The Headquarters organisation

NATO Heads of State and Government regard decisions taken on measures to improve the efficiency and effectiveness of the headquarters organisation as complementary to the ongoing NATO+ Initiative, launched by NATO Secretary General Lord

Robertson to make improvements with regard to human resources issues in NATO. They committed themselves to providing the resources necessary to allow the Alliance to perform the tasks demanded of it.

Public relations and information

Alliance leaders recognised the work of two organisations closely associated with the Alliance, in complementing NATO's efforts to project stability throughout Europe and promoting better public understanding of the Alliance and its objectives, namely the NATO Parliamentary Assembly, which brings together legislators from NATO and partner country parliaments; and The Atlantic Treaty Association (ATA), which under-takes educational and other activities in support of the Alliance.

II Key Issues

New members: Expanding the zone of security

New capabilities: Adapting to modern challenges

New relationships: Practical cooperation and dialogue

After Prague: The road ahead

New members: Expanding the zone of security

For more than half a century, the North Atlantic Alliance has contributed significantly to the preservation of peace and stability on the territory of its member countries. Europe as a whole has also benefited. The enlargement of the Alliance is aimed at extending the zone of security and stability to other European countries, thereby strengthening peace and stability throughout the Euro-Atlantic area. The process of enlargement does not threaten any country.

At the Prague Summit, NATO Heads of State and Government extended invitations to Bulgaria, Estonia, Latvia, Lithuania, Romania, Slovakia and Slovenia to begin accession talks to join the Alliance. Enlarging NATO to bring in seven additional members will reinforce stability and security in Europe, strengthen the Alliance and make it better able to handle both its traditional and new security missions. In accordance with Article 10 of the North Atlantic Treaty, NATO will continue to welcome new members in a position to further the principles of the Treaty and contribute to security in the Euro-Atlantic area. Such invitations will be extended when NATO member countries consider that the inclusion of these countries would serve the overall political and strategic interests of the Alliance and would enhance overall Euro-Atlantic security and stability.

The juridical basis for NATO's enlargement resides in Article 10 of the North Atlantic Treaty of 1949 which states, "The Parties may, by unanimous agreement, invite any other European state in a position to further the principles of this Treaty and to contribute to the security of the North Atlantic area to accede to this Treaty … ".

Since the signature of the Treaty in 1949, seven countries have joined the initial twelve signatories. With the successful accession of the seven new invitees, Alliance membership will be brought to twenty-six.

Origins of the current enlargement process

In the period immediately following the end of the Cold War, the newly independent states of Central and Eastern Europe attached the highest priority to resolving the question of their future security. Although the image of the Alliance portrayed by the Soviet Union and Warsaw Pact governments during the Cold War had been negative, often leading to misperceptions and fear, opinions began to change as access to information increased and the institution of democracy took hold. Within a few years, a number of Central and Eastern European countries had established membership of NATO as their principal foreign policy goal.

In July 1990, at the London Summit meeting, NATO extended the hand of friendship to its former adversaries and initiated a process of dialogue and cooperation. In December 1991, it created a joint forum for multilateral consultation and cooperation in the form of the North Atlantic Cooperation Council (NACC). In January 1994 the Partnership for Peace (PfP) programme was launched, to provide a framework for bilateral cooperation with each country on an individual basis. In May 1997, the NACC was replaced by the Euro-Atlantic Partnership Council (EAPC), which has since provided the overall political framework for cooperation between NATO and its partner countries.

Within a short space of time, all the countries involved had responded positively to these initiatives and had begun participating actively in programmes of practical co-operation. Several countries also identified membership of the Alliance as a major foreign policy goal and began to seek support for their future accession to the North Atlantic Treaty. In 1994, the Alliance recognised the need for a considered response, framed in terms of its overall objectives and long-term intentions for extending cooperation further afield and laying the basis for peace and stability throughout the Euro-Atlantic area.

At the January 1994 Brussels Summit, NATO leaders stated that they *"expect and would welcome NATO expansion that would reach to democratic states to our East."* They reaffirmed that the Alliance was open to membership of other European states in a position to further the principles of the North Atlantic Treaty and to contribute to security in the North Atlantic area.

Practical steps were taken to move the process forward in a manner that would ensure that Alliance goals and policies would not be compromised and that would also reassure Russia and other countries that the process would pose no threat to them. The Alliance needed to demonstrate that, on the contrary, extending the sphere of stability in the Euro-Atlantic area would enhance their own security and would be in their interests.

Accordingly, in 1995, the Alliance undertook a Study on NATO's Enlargement to examine the "why and how" of future admissions into the Alliance. The results of the Study were shared with interested partner countries and made public. With regard to the "why" of NATO enlargement, the Study concluded that, with the end of the Cold War and the disappearance of the Warsaw Treaty Organisation, there was both a need for and a unique opportunity to build improved security in the whole of the Euro-Atlantic area, without recreating dividing lines.

The Study further concluded that enlargement of the Alliance would contribute to enhanced stability and security for all countries in the Euro-Atlantic area by encouraging and supporting democratic reforms, including the establishment of civilian and

democratic control over military forces; fostering patterns and habits of cooperation, consultation and consensus-building characteristic of relations among members of the Alliance; and promoting good-neighbourly relations. It would increase transparency in defence planning and military budgets, thereby reinforcing confidence among states, and would reinforce the overall tendency toward closer integration and cooperation in Europe. The Study also concluded that enlargement would strengthen the Alliance's ability to contribute to European and international security.

With regard to the "how" of enlargement, the Study confirmed that any future extension of the Alliance's membership would be through accession of new member states to the North Atlantic Treaty in accordance with its Article 10. Once admitted, new members would enjoy all the rights and assume all obligations of membership. They would need to accept and conform to the principles, policies and procedures adopted by all members of the Alliance at the time they joined. The willingness and ability to meet such commitments would be a critical factor in any decision taken by the Alliance to invite a country to join.

Other conditions were stipulated, including the need for candidate countries to settle ethnic disputes or external territorial disputes by peaceful means before they could become members. The ability of candidate countries to contribute militarily to collective defence and to peacekeeping operations would also be a factor. Ultimately, the Study concluded that Allies would decide by consensus whether to invite additional countries to join, basing their decision on their judgement at the time as to whether the membership of a specific country would contribute to security and stability in the Euro-Atlantic area or not.

Concurrently, within the same timeframe as the deliberations on enlargement, other factors served to reinforce the goals identified by the Study. In particular, the participation of aspirant and other partner countries in the NATO-led Implementation Force (IFOR) and subsequently in the Stabilisation Force (SFOR), in Bosnia and Herzegovina, provided a concrete demonstration of the benefits of the Partnership for Peace and the effectiveness of closer cooperation and integration with countries outside the existing membership of the Alliance.

At the Madrid Summit in July 1997, following a careful and comprehensive process of deliberation and of intensified, individual dialogue with interested partner countries, Allied Heads of State and Government invited the Czech Republic, Hungary and Poland to begin accession talks with NATO. Accession Protocols were signed in December 1997 and were duly ratified by all 16 NATO countries according to their respective national procedures and by the new members. The three countries formally acceded to the Treaty in March 1999.

The Membership Action Plan (MAP)

The Membership Action Plan was launched in April 1999 to assist other countries that wish to join the Alliance in their preparations by providing advice, assistance and practical support on all aspects of NATO membership.

The Plan has helped aspirant countries to focus their preparations on meeting the goals and priorities set out and has provided a range of activities designed to strengthen each country's candidacy. It gives substance to NATO's commitment to keep its door open. However, participation in the MAP does not guarantee future membership, nor does the Plan consist simply of a checklist for aspiring countries to fulfil. Decisions to invite aspirants to start accession talks are taken on the basis of consensus among NATO member countries and on a case-by-case basis.

The MAP does not replace the Partnership for Peace programme. Full participation in the latter, and in its associated Planning and Review Process (PARP), is also considered essential since it allows aspirant countries to develop interoperability with NATO forces and to prepare their force structures and capabilities for possible future membership. The PARP serves various purposes. It provides a basis for enhancing transparency in defence policy matters, for identifying and evaluating forces and capabilities which might be made available for multinational training, exercises and operations in conjunction with Alliance forces, and for defence reform.

At the beginning of each MAP cycle, aspirants submit an Annual National Programme on preparations for possible membership, covering political, economic, defence, military, resource, security and legal issues. They set their own objectives, targets and work schedules and update these annually.

NATO follows the progress made by each aspirant and provides feedback and advice. Meetings of the North Atlantic Council with each of the aspirants take place on a regular basis to discuss progress as well as meetings and workshops with NATO civilian and military experts in various fields to discuss the entire spectrum of issues relevant to membership. An annual consolidated progress report on activities under the MAP is presented to NATO foreign and defence ministers at their regular spring meetings each year.

Aspirant countries are expected to achieve certain goals in the political and economic fields. In addition to settling international, ethnic or external territorial disputes by peaceful means, these include demonstrating a commitment to the rule of law and human rights; establishing democratic control of armed forces; and promoting stability and well-being through economic liberty, social justice and environmental responsibility.

Discussion of defence, military and resource issues focuses on the ability of the country to contribute to collective defence and to the Alliance's new missions and on the need for any aspirant country to commit sufficient resources to defence to allow them to meet the commitments that future membership would bring.

In May and June 2002, NATO foreign and defence ministers received a consolidated report on progress in the framework of the MAP and encouraged all aspirants to intensify their efforts both in the lead up to the Prague Summit and in the years ahead. They emphasised that after the Prague Summit, the MAP would continue to serve both aspirants and those countries invited to begin accession talks with the Alliance.

The road to NATO membership: From invitee to member

Accession talks began immediately after the Prague Summit, with the aim of signing accession protocols by the end of March 2003 and completing the ratification process in time to join the Alliance before NATO's next scheduled summit in May 2004.

From invitee to member
Step One
December 2002 - March 2003 : Accession talks
Step Two
January 2003 - March 2003 : Invitees send letters of intent to NATO
Step Three
March 2003 : Accession protocols are signed
Step Four
2003-2004 : Accession protocols are ratified by NATO countries
Step Five
by May 2004 : Invitees become NATO members

Accession talks

The accession talks are a series of meetings between a team of NATO experts and individual invitees to discuss and formally confirm their interest, willingness and ability to meet the political, legal and military obligations and commitments of NATO membership.

The accession talks cover the formal obligations of NATO membership. NATO experts and invitees also discuss specific issues and reforms upon which further progress is expected before and after accession in order to enhance their contribution to the Alliance. The end product of these discussions will be a timetable to be submitted by each invitee for the completion of these reforms.

Letters of intent

Foreign ministers of the invited countries send letters of intent to NATO confirming their interest, willingness and ability to join the Alliance, as well as timetables for completion of reforms.

Accession protocols

NATO prepares accession protocols to the North Atlantic Treaty for each one of the invited countries. The protocols are formal, legal documents that pave the way for invited countries to accede to the North Atlantic Treaty, once they have been signed and ratified by the existing member countries. Protocols for each of the invited countries were signed on 26 March 2003.

Ratification of accession protocols

After signing the accession protocols, NATO member countries must ratify, accept or approve them, in accordance with national requirements and procedures, which vary from country to country. Once the ratification process is complete, the prospective new members are formally invited to become parties to the North Atlantic Treaty.

Invitees become NATO members

Ratification procedures relating to the accession process also have to be implemented in the invited countries in accordance with varying national constitutional arrangements. Once the procedures have been completed, the invited countries will deposit the "instruments of accession" with the Government of the United States, as repository country, in accordance with Article 14 of the North Atlantic Treaty of 1949.

New capabilities: Adapting to modern challenges

At the Prague Summit, NATO Heads of State and Government adopted a comprehensive package of measures to strengthen the Alliance's preparedness and ability to take on the full spectrum of security challenges before it, including terrorism and the spread of weapons of mass destruction. These measures include an unprecedented new capabilities initiative – the Prague Capabilities Commitment (PCC); the creation of a NATO Response Force (NRF); and the streamlining of the military command structure. They are aimed at ensuring that NATO is equipped for the full spectrum of its military missions, from peacekeeping to the most demanding forms of combat.

The Prague Capabilities Commitment

The Prague Capabilities Commitment differs from its predecessor – the Defence Capabilities Initiative (DCI) – in that individual Allies have made firm political commitments to bring about improvements, in accordance with an agreed timetable, focusing on specific areas. The DCI targeted capabilities to which the Alliance as a whole aspired but without nation-specific commitments.

The Prague Commitment concentrates on the capabilities essential for the full range of Alliance missions, including defence against terrorism. Allies have made over 400 firm political commitments to improve capabilities covering several specific fields, including chemical, biological, radiological, and nuclear defence; intelligence, surveillance, and target acquisition; air-to-ground surveillance, command, control and communications; combat effectiveness, including precision guided munitions and suppression of enemy air defences; strategic air and sea-lift; air-to-air refuelling; and deployable combat support and combat service support units.

The Defence Capabilities Initiative was launched at the 1999 Washington Summit meeting and was designed to bring about improvements in the capabilities needed to ensure the effectiveness of future multinational operations across the full spectrum of Alliance missions, with a special focus on improving interoperability. Additionally, the Initiative targeted deployability and mobility, sustainability and logistics, survivability and effective engagement capability, and command and control and information systems.

While the Defence Capabilities Initiative has contributed to improvements in Alliance capabilities, progress has been uneven. Moreover, the 11 September attacks on the United States increased both the urgency and the importance of further improvements and underlined the need for a greater and more focused effort. The challenges

at the beginning of the 21st century are very different from those that the Alliance faced in the first decades of its existence, but they are no less formidable. These new challenges – which are more diverse and not limited to a particular area of the world – cannot be successfully overcome without transatlantic cooperation.

In June 2002, NATO defence ministers identified the essential components of a new initiative to improve operational capabilities in four key operational capability areas:

• defence against chemical, biological, radiological and nuclear attacks;
• secure command, communications and information superiority;
• improvements in interoperability of deployed forces and key aspects of combat effectiveness; and
• rapid deployment and sustainment of combat forces.

They issued a statement on defence capabilities that recognised that the ability of the Alliance to fulfil the complete range of its missions would depend on the ability of member countries to increase substantially the proportion of their combat and support forces available for deployment on operations beyond home territory and if necessary, without substantial host nation support.

The statement identified several needs, including new methods to identify and implement cost-efficient solutions to defence capability shortfalls; and measures to reduce fragmentation of effort, to encourage appropriate pooling of military capabilities, to increase role specialisation, and to promote cooperative acquisition of equipment and common and multinational funding.

Defence ministers met again informally in Warsaw in September 2002 and agreed that commitments on capabilities to be made in Prague should provide individual national pledges to meet agreed shortcomings over an agreed timetable, focusing on the above areas. While the focus of the new initiative is sharper and involves individual commitments by member countries to specific capability improvements, to be contributed individually or together with other Allies, it seeks realistic and attainable targets.

The aim of the new initiative is clear: to deliver the urgently needed capability improvements to enable the Alliance to carry out all its missions, wherever they may occur.

NATO Response Force

As part of the Alliance's drive to generate the operational capabilities it requires to fulfil its tasks, plans are underway to create a NATO Response Force that will optimise the Alliance's ability to respond quickly to new challenges and threats. At the

September 2002 meeting of defence ministers in Warsaw, United States Secretary of Defense Donald Rumsfeld proposed the creation of such a force, able to deploy rapidly wherever needed and to conduct integrated joint operations. The establishment of the new joint force is an integral part of the transformation of NATO's military capabilities, complementing the Prague Capabilities Commitment and the new Command Structure. It was approved by NATO leaders at the Prague Summit and will include land, sea and air elements that can be rapidly tailored to individual missions. It will also serve as a catalyst for the implementation of the PCC.

The Force will consist of a technologically advanced, flexible, deployable, interoperable and sustainable force, including land, sea and air elements ready to move quickly to wherever decided by the North Atlantic Council. It will have initial operational capability by October 2004 at the latest and will be fully operational by October 2006.

NATO Response Force

- Consisting of units drawn from a pool of land, air and maritime combat forces and to be employed under a CJTF Headquarters
- Supported by NATO's collective assets
- Trained and equipped to common standards set by the Strategic Commanders
- Capable of being tailored to different missions, readily deployable on short notice over long distances
- Combat-ready and technically advanced
- Capable of fighting in an NBC environment
- Self-sustainable for a specified period of time

NATO's military forces form the basis of the Alliance's defences against external threats and aggression. Their primary role is to safeguard the security and territorial integrity of Alliance member countries. The creation of the NATO Response Force complements other measures being taken to adapt the NATO Force Structure and its Integrated Command Structure and to provide the Alliance with the necessary operational capabilities to carry out all its missions.

Military command structure

At the Prague Summit, NATO Heads of State and Government agreed to adapt the Alliance's integrated military command structure in order to better meet the Alliance's present and future operational requirements. The new military command structure is designed to function effectively both in times of peace and of crisis and to be leaner and more efficient containing rapidly deployable elements. The new structure will consist of two strategic commands, one of which is to be operational, the other functional. The strategic command for operations will be headquartered in Europe. The

second, functional strategic command will be headquartered in the United States, with a presence in Europe, and will be responsible for the continuing transformation of military capabilities and promotion of interoperability of forces.

Military command structure

Two strategic commands:

I. Operational command (located in Belgium)
  • Responsible for all NATO military operations
  • Supported by two Joint Force Commands and another Standing Joint Headquarters
  • Includes land, sea and air components

II. Transformation command (located in the US with a presence in Europe)
  • Responsible for the continuing transformation of military capabilities and for the promotion of interoperability of Alliance forces

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NATO's integrated military command structure provides the organisational framework for commanding joint military operations undertaken by the Alliance. It must continue to adapt to meet modern challenges, to respond to new roles and missions, and to enable Alliance forces to effectively combat existing and emerging security threats.

Combating new threats

NATO leaders have agreed that despite earlier measures to adapt NATO's force structure to meet the demands of the post-Cold War security environment, there is an ongoing need to adapt to new challenges, in particular, to those posed by terrorism and the proliferation of weapons of mass destruction, and to ensure NATO member countries have the structures and deployable forces capable of responding to new threats.

As a result, Heads of State and Government also endorsed a package of measures at the Prague Summit to strengthen NATO's capabilities to defend against terrorism, including a military concept for defence against terrorism, a Civil Emergency Planning (CEP) Action Plan for the improvement of civil preparedness against possible attacks on the civilian population with chemical, biological or radiological agents; and measures to strengthen defences against cyber attacks. They also initiated a Missile Defence feasibility study to examine options for protecting Alliance territory, forces and population centres against missile threats. Additionally, Heads of State and Government endorsed the implementation of five nuclear, biological, chemical and radiological weapons defence initiatives, which will enhance the Alliance's defence capabilities against weapons of mass destruction. These consist of:

- a Prototype Deployable NBC Analytical Laboratory;
- a Prototype NBC Event Response Team;
- a Virtual Centre of Excellence for NBC Weapons Defence;
- a NATO Biological and Chemical Defence Stockpile; and
- a Disease Surveillance System.

Early progress in initiating improvements in capabilities in specific fields, such as those indicated above, was made prior to the summit in November 2002 when six NATO countries – France, Germany, Italy, the Netherlands, Spain and the United States – announced that they had signed a Statement of Intent to Assess a Cooperative Radar Development. The system will constitute an essential element of an Alliance ground surveillance capability.

NATO's operational capabilities and the need to bring about urgent improvements in key areas came under increasingly intensive scrutiny following the terrorist attacks on the United States on 11 September 2001. The attacks resulted in thousands of deaths both on the ground and among the passengers and crews of high-jacked civilian airliners used in the attacks. Citizens of many nationalities lost their lives. A shocked world responded by declaring solidarity with the people of the United States and taking practical steps to come to its assistance. The question of capabilities to enable the Alliance to combat any future attacks became paramount. In the immediate aftermath of 11 September, a number of concrete steps were taken in support of the United States.

Article 5

On 12 September, NATO Allies took the historic and unprecedented decision to invoke Article 5 of the North Atlantic Treaty. The political significance of this agreement resides in the fact that Article 5 of the Treaty involves a commitment by each of the Allies to consider an attack on one or more of them in Europe or North America as an attack against them all. As a consequence of this decision, the 11 September attacks on the United States are considered as an attack on all members of the Alliance.

"Article 5 operations"

At the request of the United States, the NATO Allies agreed to take eight specific measures, both individually and collectively, to implement Article 5. For the first time in NATO's fifty-year history, Alliance assets were deployed in support of "Article 5 operations". Aircraft from NATO's Airborne Warning and Control System (AWACS) were sent to assist the United States in patrolling American airspace. From mid-October 2001 to mid-May 2002, in an operation known as *Eagle Assist*, 830 crew members from 13 NATO countries flew nearly 4300 hours and over 360 operational

sorties. The operation was terminated by the North Atlantic Council on the basis of material upgrades to the US air defence posture, enhanced cooperation between US civil and military authorities, and following a US evaluation of homeland security requirements.

Operation *Active Endeavour*

On 26 October 2001, an Alliance naval force was dispatched to the eastern Mediterranean. Under this maritime operation, known as operation *Active Endeavour*, elements of NATO's Standing Naval Forces patrol the main shipping lanes of the eastern Mediterranean and monitor suspected vessels. Currently, NATO's Standing Naval Force Mediterranean (STANAVFORMED) forms the core of the operation; it comprises vessels from eight countries – Denmark, Germany, Greece, Italy, Spain, Turkey, the United Kingdom and the United States and is under UK command.

Anti-terrorist operations

NATO-led forces in the Balkans have acted against local terrorist groups with links to the Al-Qaida network and are continuing to do so, thus contributing to the wider campaign against terrorism.

A considerable number of NATO forces have subsequently been involved in two concurrent anti-terrorist operations: *Enduring Freedom*, a US-led military operation in Afghanistan; and the International Security Assistance Force (ISAF), a UN-mandated multinational force led by NATO nations, deployed in and around Kabul to help stabilise the country and create the conditions for self-sustaining peace. Their success depends critically on the participating forces of NATO countries and on their interoperability and experience, acquired as a result of training and exercising together within NATO, as well as with partner countries.

Fourteen NATO Allies have been directly involved in operation *Enduring Freedom*, for example by providing special forces teams to work with US special forces or planes and ships in surveillance, interdiction and interception operations. European countries play a major part and provide more than half of the forces on the ground in Afghanistan.

The ISAF is a multinational force of 4500 drawn from some nineteen NATO and partner countries. Initially under United Kingdom command, the force was then under Turkish command from June 2002 and, from February 2003, under the joint command of Germany and the Netherlands, with NATO support in specific fields. Examples of national contributions include airlift capability provided by Belgium, a field hospital provided by the Czech Republic, a medical team from Portugal and engineering and logistical support provided by Poland.

A request from Germany and the Netherlands for NATO support in preparing for this role was approved by the North Atlantic Council on 17 October 2002. NATO assistance was sought in particular in the areas of force generation, intelligence, coordination and information sharing and communications. A force generation conference was held at the Supreme Headquarters Allied Powers Europe (SHAPE) on 27 November 2002, attended by approximately fifty participants from NATO and partner countries. The aim of the conference was to give countries the opportunity to make offers of contributions and to identify and discuss critical shortfalls that may need to be filled to enhance future capacity. This was the first such conference to take place in support of countries offering to lead a military operation that is not a NATO-led mission, based on a United Nations Security Council Resolution.

Both operation *Enduring Freedom* and ISAF continue to benefit both from the efforts made by NATO over the past decade to engage its partner countries and from the practical experience of partner participation in Balkan peacekeeping. Examples include crucial basing and over-flight rights provided by NATO's partners in the Caucasus and Central Asia; infantry, military police, NBC protection and transportation assets from Romania; essential engineering support from Russia and Slovakia; and an intelligence unit deployed to ISAF headquarters from Sweden.

Other measures

Other measures taken by NATO member countries, in response to direct requests by the United States in the context of the 11 September attacks, include enhanced sharing of intelligence and cooperation in the intelligence field, providing assistance to Allies or other countries under threat from international terrorism or at risk of becoming so as a result of their role in combating international terrorism; providing increased security for United States' facilities and those of NATO and other Allies on their territory; back-filling selected Allied assets in NATO's area of responsibility in order to compensate for the redeployment of forces required to support operations against terrorism; and providing access for the United States and other Allies to ports and airfields on their territory, for operations against terrorism. In parallel with these measures, and within NATO, consultations and exchange of information on combating the threat posed by terrorism have been intensified. The Alliance has also increased its efforts to promote cooperation to counter threats posed by the use of nuclear, biological, chemical and radiological weapons and to bolster its defence capabilities.

On-going efforts

In the aftermath of 11 September 2001, the Euro-Atlantic Partnership Council (EAPC), the NATO-Russia Permanent Joint Council (PJC), the NATO-Ukraine Commission (NUC) and countries participating in NATO's Mediterranean Dialogue

all joined NATO in condemning the attacks and offering their support to the United States. NATO countries continue to make extensive use of these mechanisms to consult with its partner countries about further steps and agree that a comprehensive effort comprising political, economic, diplomatic and military actions, as well as law enforcement measures, is needed to combat terrorism. This must involve a long-term, multifaceted approach involving all Allies individually, both as members of the Alliance and as members of the United Nations (UN), the Organisation on Security and Cooperation in Europe (OSCE) and the European Union (EU).

The NATO Allies have demonstrated their solidarity with the United States by sup-porting and, in several cases, taking part in United States-led military operations against terrorist targets in Afghanistan. These operations have directly benefited from the interoperability of NATO forces and from training and experience gained through membership in NATO.

The military operations led by the United States resulted in the ousting of the Taliban regime in Afghanistan, its replacement by an administration committed to peace and to rebuilding the country, and the disabling of large parts of the extensive Al-Qaida network in Afghanistan and elsewhere. Such action is considered by the NATO Allies to be fully justified under international law, including Article 51 of the Charter of the United Nations, which safeguards the inherent right of its members to individual or collective self-defence. United Nations Security Council resolutions, characterising the 11 September attacks as a threat to international peace and security, also sup-port measures taken by the United States in self-defence.

The Alliance recognised that the situation on the ground in Afghanistan remained volatile and that extreme vigilance was needed in view of the continuing potential for Al-Qaida elements and forces sympathetic to them to use violence. Alliance member countries have supported international efforts aimed at the stabilisation and recon-struction of Afghanistan and are continuing to contribute to international efforts to assist the country to ensure that it can never again become a safe haven for terror-ists. Individual Allies are also continuing to contribute to humanitarian relief efforts.

New relationships:
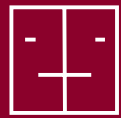# Practical cooperation and dialogue

The security challenges of today are multi-faceted and cannot be handled by any single institution, no matter how capable. NATO and other organisations concerned with security issues, as well as individual countries, recognise the need to work together to build a web of mutually reinforcing, interlocking security arrangements. Partnerships with countries that are not members of the Alliance, in particular, are central to NATO policy and constitute an essential political and military asset. In the wake of the 11 September attacks, the North Atlantic Council decided that Partnership for Peace mechanisms and requirements should be reviewed in order to maximise their potential in the context of the fight against terrorism.

Several concrete proposals for further developing the Euro-Atlantic Partnership Council (EAPC) and the Partnership for Peace (PfP) were adopted by Heads of State and Government at the Prague Summit in order to better serve Allies and Partners in addressing the security challenges of the 21st century, including terrorism. Specific measures being pursued include enhanced political and security-related consultations, a broader approach to security in the work of the EAPC and PfP, and an increased association of Partners with NATO's decision-making process in relevant areas. Individual Partnership Action Plans will provide a framework enabling the Alliance to extend country-specific advice on and assistance with furthering the process of democratic transformation. Partnership Action Plans will bring together groups of Allies and Partners to work together on specific issues of common concern. The Partnership Action Plan Against Terrorism will be the first effort of this kind and will enable the EAPC to play its full role in the international fight against terrorism.

The Euro-Atlantic Partnership Council

The Euro-Atlantic Partnership Council (EAPC) was set up in 1997 to succeed the North Atlantic Cooperation Council (NACC). It brings together the 19 Allies and the Partner countries[1] in a forum providing for regular consultation and cooperation. It meets at the level of ambassadors and foreign and defence ministers and periodi-

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[1] Albania, Armenia, Austria, Azerbaijan, Belarus, Belgium, Bulgaria, Canada, Croatia, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Kazakhstan, Kyrgyz Republic, Latvia, Lithuania, Luxembourg, Moldova, Netherlands, Norway, Poland, Portugal, Romania, Russia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Tajikistan, the former Yugoslav Republic of Macedonia*, Turkey, Turkmenistan, Ukraine, United Kingdom, United States, Uzbekistan.

cally at summit level. The EAPC provides a multilateral political framework for the bilateral, Individual Partnership Programmes established between NATO and countries participating in the Partnership for Peace.

EAPC activities complement Partnership for Peace programmes. They are based on a two-year action plan which focuses on consultation and cooperation on political and security-related matters, including regional issues, arms control, international terrorism, peacekeeping, defence economic issues, civil emergency planning, and scientific and environmental issues.

In 1999, the EAPC played a valuable role as a forum for consultation on the crisis in Kosovo. A series of extraordinary meetings was held to keep Partners informed of the status of NATO planning and preparations for possible military options in Kosovo and to exchange views on developments during and following the conflict.

EAPC activities are wide-ranging. One example is the establishment of the Euro-Atlantic Disaster Response Coordination Centre (EADRCC) at NATO headquarters, following a proposal by the Russian Federation. The Centre was inaugurated in June 1998 as the focal point for coordinating disaster relief efforts of Euro-Atlantic Partnership Council countries in case of natural or technological disasters. Soon after its inauguration, the Centre became actively involved in the coordination of flood-relief work in western Ukraine. In 1999, the Centre was called upon to support the UN High Commissioner for Refugees by coordinating humanitarian assistance from NATO and partner countries in response to the escalating refugee crisis in Albania and neighbouring countries.

Other EAPC activities include measures to foster practical regional security cooperation, for example through topical seminars held in the countries themselves. Areas for further practical initiatives include global humanitarian action against mines, action to reduce accumulations of small arms and light weapons, and the international fight against terrorism.

EAPC ambassadors met on 12 September 2001 following the terrorist attacks against the United States and issued a statement expressing solidarity with the people of the United States, condemning unconditionally the barbaric terrorist attacks and pledging to undertake all efforts to combat the scourge of terrorism. At the Prague Summit, cooperation in this area was strongly reinforced by the endorsement of the Partnership Action Plan against Terrorism (see Part III).

The Partnership for Peace

The Partnership for Peace is a major initiative introduced by NATO in January 1994, aimed at enhancing stability and security throughout Europe. The Partnership for
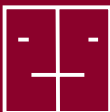
Peace Invitation was addressed to all states participating in the North Atlantic Cooperation Council (NACC) and other states participating in the Conference for Security and Cooperation in Europe (later to become the OSCE) able and willing to contribute to the programme.

The invitation has since been accepted by a total of 30 countries. The 1999 accession to the Alliance of the three former PfP countries – the Czech Republic, Hungary and Poland – brings the current number of PfP participants to 27. The activities which each partner undertakes are based on jointly elaborated Individual Partnership Programmes (IPP).

The PfP programme focuses on defence-related cooperation but goes beyond dialogue and cooperation, to forge a real partnership between each partner country and NATO. It has become an important and permanent feature of the European security architecture. It is helping to expand and intensify political and military cooperation throughout the Euro-Atlantic area, to increase stability and strengthen security relationships based on the practical cooperation and commitment to democratic principles which underpin the Alliance. In accordance with the PfP Framework Document issued by Heads of State and Government at the same time as the PfP Invitation Document, NATO undertakes to consult with any active partner if that partner perceives a direct threat to its territorial integrity, political independence, or security.

All members of PfP are also members of the Euro-Atlantic Partnership Council (EAPC) which provides the overall framework for cooperation between NATO and its partner countries. However, the Partnership for Peace retains its own separate identity and maintains its own basic elements and procedures. It is founded on the basis of a bilateral relationship between NATO and each one of the PfP countries.

The PfP Framework Document includes specific undertakings to be made by each participant. They are as follows:

• to facilitate transparency in national defence planning and budgeting processes;
• to ensure democratic control of defence forces;
• to maintain the capability and readiness to contribute to operations under the authority of the United Nations and/or the responsibility of the OSCE;
• to develop cooperative military relations with NATO, for the purpose of joint planning, training and exercises, in order to strengthen the ability of PfP participants to undertake missions in the field of peacekeeping, search and rescue, humanitarian operations, and others as may subsequently be agreed; and
• to develop, over the longer term, forces that are better able to operate with those of the members of the North Atlantic Alliance.

The Framework Document also states that active participation in the Partnership for Peace will play an important role in the evolutionary process of including new members in NATO. The Czech Republic, Hungary and Poland were active participants in PfP prior to joining NATO. Aspirant countries participating in the Membership Action Plan are also active PfP participants.

The PfP Framework Document commits NATO to developing, with partner countries, a planning and review process (PARP), designed to provide a basis for identifying and evaluating forces and capabilities which might be made available for multinational training, exercises and operations in conjunction with Alliance forces.

The PARP has contributed significantly to the close cooperation of partner countries in the NATO-led peace operations in the former Yugoslavia. In addition, the PARP is helping to strengthen the political consultation element in PfP and to provide for greater partner involvement in PfP decision-making and planning. The PARP is also a crucial element in helping invited and aspirant countries to prepare for membership of the Alliance.

In 1997, at the Madrid Summit, NATO countries agreed on enhancements to the PfP based on key principles, such as inclusiveness and self-differentiation, with a view to developing closer and further-reaching cooperative ties with partner countries. These enhancements were designed in particular to:

• strengthen the political consultation element in PfP;
• provide for greater involvement of Partners in PfP decision-making and planning; and
• develop a more operational role for PfP.

Decisions taken at the 1999 Washington Summit, including the approval of a Political-Military Framework (PMF) for NATO-led PfP operations and the launching of an Operational Capabilities Concept (OCC), gave further impetus to the PfP process. Both measures were aimed at strengthening the operational role of the partnership.

The Operational Capabilities Concept has been developed to improve the ability of Alliance and partner forces to operate together in future NATO-led operations. It establishes a link between normal cooperation in the context of the Partnership for Peace and the NATO force generation process which is activated in a crisis.

With the adoption of the Alliance's new Strategic Concept at the Washington Summit in April 1999, the Partnership was recognised as one of the Alliance's fundamental security tasks and acknowledged, along with crisis management, as a vital part of the enhancement of security and stability in the Euro-Atlantic area.

Subsequent enhancements to PfP include measures to improve training and education efforts, through a PfP Training and Education Enhancement Programme (TEEP), designed to contribute to improvements in interoperability, to promote greater cooperation and dialogue among the wider defence and security communities in NATO and partner countries and to optimise the use of human and other resources.

PfP is making a substantial contribution to NATO's South East Europe Initiative (SEEI), serving as a model for the development of cooperation activities at the regional level. A South East Europe Common Assessment Paper on Regional Security Challenges and Opportunities (SEECAP) has been negotiated among countries of the region to set out their common perceptions of security risks, with a view to promoting an agenda for cooperative actions to deal with regional challenges. A South East Europe Security Cooperation Steering Group (SEEGROUP) has also been established to strengthen practical cooperation.

The EAPC and PfP have greatly enhanced security and stability throughout the Euro-Atlantic area. Their role is being further strengthened on the basis of decisions taken in Prague, in order to reinforce cooperation with NATO, strengthen dialogue and increase as far as possible partner country involvement in the planning, conduct and oversight of activities and projects in which they participate and to which they contribute.
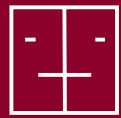
NATO-Russia

The international struggle against terrorism served as a catalyst for the opening of a new chapter in NATO-Russia relations and the establishment, in May 2002, at the NATO-Russia Summit meeting in Rome, of the NATO-Russia Council (NRC). The Council brings together the 19 NATO Allies and Russia in a new forum where they can identify and pursue opportunities for joint action, as equal partners, in areas of common concern. At the Summit meeting in Prague, NATO leaders expressed satisfaction with the progress achieved since the new relationship with Russia has been established and with the prospects for further practical cooperation.

The new Council has identified the struggle against terrorism, crisis management and the non-proliferation of weapons of mass destruction as key areas of cooperation. Progress also continues to be made in other areas such as peacekeeping, defence reform, search and rescue, civil-emergency planning and theatre missile defence. The potential of the Council to move the relationship between Russia and NATO forward on the basis of joint action as well as consultations is already being realised.

Building bridges with Russia

Since the end of the Cold War, NATO has attributed particular importance to developing cooperation with Russia, whose involvement is critical for any comprehensive

system of European security. A founding member of the North Atlantic Cooperation Council in 1991, Russia joined the Partnership for Peace in 1994 and developed a programme of practical cooperation in specific fields. The basis for the development of a stronger, durable partnership between NATO and Russia was provided by the 1997 Founding Act on Mutual Relations, Cooperation and Security, which expressed a joint commitment to build a lasting and inclusive peace in the Euro-Atlantic area.

Under the Founding Act, the NATO-Russia Permanent Joint Council was created as a forum for regular consultation on security issues of common concern. Its aim was to build mutual confidence and help overcome misperceptions through dialogue and the development of a substantial programme of security and defence-related cooperation.

A Russian Mission to NATO was established on 18 March 1998 to facilitate communications and cooperation. On 20 February 2001, a NATO Information Office was inaugurated in Moscow to improve public knowledge and understanding of the Alliance in Russia. A NATO Military Liaison Mission was also established in Moscow, on 27 May 2002, to improve transparency and develop practical military cooperation between NATO military authorities and Russia's Ministry of Defence.

One of the most successful areas of cooperation has been the joint commitment to promoting peace and stability in the Balkans. Russian and NATO soldiers have worked together effectively since 1996, both within the Implementation Force (IFOR) and in the subsequent Stabilisation Force (SFOR) in Bosnia and Herzegovina, to support the international community's efforts to build lasting security and stability in the region. Uninterrupted cooperation between NATO and Russia in this crucial field, despite political differences over NATO's 1999 decision to take military action to end the conflict in Kosovo, reflects shared goals and joint political responsibility for the implementation of the 1995 Dayton Peace Accords.

Similarly, NATO and Russian forces have jointly contributed to the work of the Kosovo Force (KFOR) established in 1999, following the military campaign undertaken by NATO to end the violence, ethnic cleansing, and repression of the Albanian minority in Kosovo. Russia played a vital diplomatic role in securing an end to the Kosovo conflict. Its participation in KFOR was the subject of an agreement with NATO signed in Helsinki, following the conclusion of the Military Technical Agreement signed by NATO and Yugoslav military commanders on 9 June 1999 and UN Security Council Resolution 1244 of 12 June, establishing the basis for an international security presence in Kosovo. Russia contributes the largest non-NATO contingent to both SFOR and KFOR.

An extensive programme of cooperation has also led to significant achievements in other spheres. Examples are :

Defence related cooperation

As a result of NATO-Russia cooperation in defence reform, an information, consultation and training centre was established in Moscow on 2 July 2002 to help resettle recently and soon-to-be discharged Russian military personnel.

Civil emergency planning and disaster relief

A Memorandum of Understanding on Civil Emergency Planning and Disaster Preparedness between NATO and the Russian Ministry for Civil Defence, Emergencies and the Elimination of Consequences of Natural Disasters was signed on 20 March 1996. Its aim is to develop a capacity for joint action in response to civil emergencies, such as earthquakes and floods, and coordinate detection and prevention of disasters before they occur.

Russia actively participates in NATO-led civil emergency planning activities under the Partnership for Peace and has hosted a number of major exercises, seminars and workshops. In 1997, the Senior Civil Emergency Planning Committee, which advises the North Atlantic Council on civil emergency and disaster relief matters, became the first NATO committee to meet in Moscow. In 1997, a joint pilot project was launched on using satellite technology in disaster management.
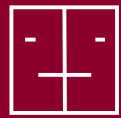
A Russian proposal led to the creation in 1998 of the Euro-Atlantic Disaster Response Coordination Centre (EADRCC) at NATO Headquarters in Brussels, to help to coordinate assistance among partner countries in response to civil emergencies. The Centre played a key role during the Kosovo refugee crisis and has also been active in the context of other disasters such as flooding in western Ukraine.

Search and rescue at sea

The tragic sinking of the Russian nuclear submarine, *Kursk*, on 12 August 2000, led to agreement in December 2000 on a NATO-Russia work programme on search and rescue at sea. Major strides have been made since then in promoting cooperation, transparency and confidence in this area.

Scientific and environmental cooperation

Since the signing of a Memorandum of Understanding on Scientific and Technological Cooperation between NATO and the Russian Ministry for Science and Technology on 28 May 1998, an extensive programme of cooperation has been developed in the scientific and environmental fields. Under the direction of a Committee on Joint

Scientific and Technological Cooperation, the programme focuses on three specific areas of particular interest to Russia, namely plasma physics, plant biotechnology and the forecasting and prevention of natural and industrial catastrophes.

The NATO Science Programme has awarded over 1000 grants to Russian scientists. NATO science fellowships and grants support the training of scientists and researchers as well as collaboration between scientists from Russia and NATO countries on specific research projects.

Combating new security threats

Russia and NATO consult regularly on new security challenges, including terrorist threats, the proliferation of nuclear, biological, chemical and radiological weapons and the spread of ballistic missile technology. In the wake of 11 September 2001, Russia and NATO cooperation in these areas has intensified.

NATO and Russia have launched a series of cooperative efforts aimed at combating the terrorist threat, including a regular exchange of views between terrorism experts. A high-level conference on "The Military Role in Combating Terrorism", co-sponsored by NATO and the Russian defence ministry, brought together civilian and military experts at the NATO Defense College in Rome on 4 February 2002. Other NATO-Russia conferences have also been held to discuss the social and psychological consequences of terrorism (March 2002), challenges and policy options in the wake of the 11 September attacks (July 2002), and the nature and perspectives of NATO-Russia relations in the framework of the war on terrorism (November 2002).

Anti-terrorism cooperation has also extended to scientific research. A workshop on "Social and Psychological Consequences of Chemical, Biological and Radiological Terrorism" took place in March 2002.

On the basis of the Rome Declaration of 28 May 2002, NATO and Russia decided to intensify their cooperation further in this area, including through the development of joint assessments of the terrorist threat to the Euro-Atlantic area.

Following the conference held in Rome in February 2002, a further joint NATO-Russia conference on the role of the military in combating terrorism was held at the Ministry of Defence of the Russian Federation on 9 December 2002. It brought together senior civilian and military officials, decision-makers and academics from Russia and NATO countries to discuss military strategies for fighting international terrorism. The conference addressed military concepts and roles, crisis and consequence management, capabilities, exercises and training.

The road to the Rome Summit and the creation of the NATO-Russia Council

The events of 11 September 2001 were a stark reminder of the need for comprehensive and coordinated action to respond to common threats. In a joint statement after an extraordinary session of the NATO-Russia Permanent Joint Council on 12 September, NATO and Russia called on "the entire international community to unite in the struggle against terrorism".

On 3 October 2001, Russian President Vladimir Putin and NATO Secretary General Lord Robertson met in Brussels to discuss possibilities for deepening NATO-Russia cooperation. Further high-level contacts paved the way for the initiative, announced by foreign ministers at the meeting of the PJC on 7 December 2001 in Brussels, to give new impetus and substance to the NATO-Russia partnership by creating a new council to identify and pursue opportunities for joint action.
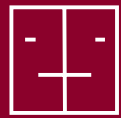
At the meeting of the PJC in Reykjavik on 14 May 2002, foreign ministers approved a joint declaration on *NATO-Russia Relations: A New Quality*, which was adopted and signed by Heads of State and Government and the Secretary General of NATO at the NATO-Russia Summit meeting in Rome on 28 May 2002. Building on the goals and principles of the 1997 *Founding Act*, the Rome Declaration established the NATO-Russia Council as a mechanism for consultation, consensus-building, cooperation, joint decision and joint action on a wide spectrum of Euro-Atlantic security issues of common interest.

The NRC works on the principle of consensus and on the basis of continuous political dialogue on security issues designed to identify emerging problems at an early stage and to determine common approaches and, where appropriate, the conduct of joint actions. Meetings are held at least monthly at the level of ambassadors and military representatives; twice yearly at the level of foreign and defence ministers and chiefs of staff; and occasionally at summit level.

Both the former NATO-Russia Permanent Joint Council and the NATO Russia Council that replaces it were established on the basis of the NATO-Russia Founding Act on Mutual Relations, Cooperation and Security, signed in Paris in 1997. As distinct from the PJC, which facilitated consultation and exchange of information between NATO and Russia, the NRC provides a more effective and flexible mechanism for joint analysis, joint decisions and joint actions, operating on the principle of consensus among the 20 member countries.

The work of the NATO-Russia Council focuses on all areas of mutual interest identified in the Founding Act and seeks to intensify cooperation in a number of key areas. These include the struggle against terrorism, crisis management, non-proliferation,

arms control and confidence-building measures, theatre missile defence, search and rescue at sea, military-to-military cooperation and civil emergencies. The NRC has created four new working groups in the areas of terrorism, non-proliferation, theatre missile defence and airspace management. The Working Group on Peacekeeping, established under the former PJC, was also carried over into the NRC framework. Further areas of cooperation are expected to be identified.

NATO-Ukraine

The NATO-Ukraine Commission (NUC) is exploring the possibilities of developing new mechanisms and modalities for a deepened and broader relationship, with a view to defining the basis for a reinforced relationship. At the Prague Summit, the NATO- Ukraine Commission adopted a new NATO-Ukraine Action Plan (see Part III). This provides for intensified consultations and cooperation on political, economic and defence issues, with a view to raising the relationship to a qualitatively new level, building on the NATO-Ukraine Charter on a Distinctive Partnership.

Since the signing of the 1997 Charter on a Distinctive Partnership, cooperation between NATO and Ukraine, in political, military, economic, scientific, civil emergency and other fields, has been a significant factor in consolidating overall regional stability and security. It has also reinforced Ukraine's standing as a key player in the Euro-Atlantic area. The Charter reflects Ukraine's declared strategy of increasing its integration in European and transatlantic structures and is the basis for NATO and Ukraine consultations in areas of Euro-Atlantic security and stability such as conflict prevention, crisis management, peace support and humanitarian operations.

Ukraine established cooperative relations with NATO immediately after its declaration of independence in 1991. It became an active participant in the North Atlantic Cooperation Council (replaced, in 1997, by the Euro-Atlantic Partnership Council) and, in 1994, became the first country of the Commonwealth of Independent States to join the Partnership for Peace. While Ukraine continues to play an active role within PfP, the signing of the Charter signified a new beginning for NATO-Ukraine cooperation and reflected NATO's recognition of the importance of the strategic role of the NATO-Ukraine relationship.

The North Atlantic Council meets periodically with Ukraine at ministerial and ambassadorial levels in a forum established by the Charter called the NATO-Ukraine Commission. The role of the NUC is to assess implementation of the Charter and to discuss ways to improve or further develop cooperation. The NATO Military Committee also meets regularly with Ukraine at Chiefs of Staff and Military Representatives levels.

The NATO-Ukraine relationship allows for political consultations on security issues of common concern, including cooperation in defence reform, defence industry restructuring, downsizing and conversion, training and assistance to improve Ukraine's interoperability with NATO, the retraining of retired military officers for civilian jobs, training for active-duty officers and scientific and environmental questions.

A NATO Information and Documentation Centre was established in Kyiv in 1997 to facilitate wider access to information on NATO and, in particular, on NATO's post-Cold War role and on the benefits to Ukraine of the Distinctive Partnership. In 1999, NATO also opened a Liaison Office in Kyiv to facilitate Ukraine's participation in the Partnership for Peace and to support Ukrainian efforts in the area of defence reform.
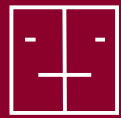
Peacekeeping

Ukraine has contributed significantly to NATO peacekeeping activities in the Balkans, and in 1996 deployed an infantry battalion of 550 soldiers to work alongside NATO member and partner countries in Bosnia and Herzegovina in the framework of the NATO-led Implementation Force. Ukraine later contributed a mechanised infantry battalion to the Stabilisation Force and made available a helicopter squadron.

Ukraine also made significant contributions to international peacekeeping activities by providing forces for the NATO-led force in Kosovo and by contributing a mechanised company and helicopter squadron. In July 2000, the newly-created Polish-Ukrainian battalion was deployed to the region. It has made a significant contribution to the NATO-led peacekeeping operation in Kosovo.

Defence reform and military cooperation

NATO-Ukraine cooperation has helped to identify and develop areas in which further adjustments and reforms are required to enable Ukraine to consolidate its role in Euro-Atlantic security structures. A NATO-Ukraine Joint Working Group on Defence Reform has been established to assist in this process by developing realistic, affordable planning targets and timelines based on Ukrainian requirements. Using the PfP Planning and Review Process, this approach allows the clear identification of priorities linked to financial resources.

Activities of the Joint Working Group also include managing the consequences of defence reform, for example by developing a civilian cadre for the Ukrainian Ministry of Defence and on-the-job training for Ukrainian personnel in NATO capitals. As a contribution to the restructuring of Ukrainian Armed Forces, NATO has organised retraining programmes for military officers, including language instruction and courses on the management of defence planning, human resources, and defence conversion.

Another key aspect of defence reform cooperation is the identification of surplus munitions and weapons for safe destruction. The creation of a PfP Trust Fund in July 2002 is facilitating the destruction of 400 000 anti-personnel land mines.

Combating new threats to security, including terrorism and the proliferation of weapons of mass destruction, is another major challenge confronting the NATO-Ukraine partnership. Ukraine became the first partner country to declare its support for NATO's invocation of Article 5 of the North Atlantic Treaty in response to the terrorist attacks of 11 September 2001 and subsequently opened its airspace to Allied aircraft involved in the anti-terrorist campaign in Afghanistan. Ukrainian airlift capabilities also played a crucial role in transporting Allied troops involved in the anti-terrorist operations in Afghanistan.

In July 2002, NATO and Ukraine signed a Memorandum of Understanding on Host Nation Support, which will facilitate further military cooperation between them.

Disaster relief

Cooperation in the field of civil emergency planning is an area in which extensive cooperation has taken place between NATO and Ukraine. The disastrous flooding in Kharkiv, in 1995, highlighted the need to strengthen cooperation in this sphere. In response to a request from the government of Ukraine, NATO countries immediately sent personnel and resources to the affected area.

Consultations on the substance and extent of cooperation in the field of civil emergency planning have since become a regular feature of Ukraine's cooperation programmes with NATO. In 1997, a Memorandum of Understanding on Civil Emergency Planning and Disaster Preparedness was signed, establishing this as a major area of cooperation between NATO and Ukraine.

NATO and Ukraine have focused their cooperation on the practical dimensions of civil emergency planning through joint planning and exercises, enabling Ukraine to test its resources and apply the expertise gained from past experiences with flooding and with the management of the consequences of the Chernobyl catastrophe. The overall objective is to strengthen regional self-sufficiency in managing civil crises.

In November 1998, cooperation in this field was again put to the test when heavy rains led to extensive flooding in the Tisa river basin in western Ukraine. NATO and Partner countries provided immediate and effective assistance to the flood-stricken area.

Two years later, a major multinational exercise, *Transcarpathia 2000*, was held in Uzhgorod, in western Ukraine, a region which has experienced significant flooding in recent years. Several aspects of disaster relief were tested during the exercise, including reconnaissance, search and rescue, water purification, and dealing with toxic chemicals.

Science and the environment

Ukrainian participation in cooperative programmes under the auspices of the NATO Science Programme began in 1991. Since then, over 500 grants have been awarded to Ukrainian scientists.

Computer networking grants have also helped to improve the level and quality of communications in Ukraine, providing a number of scientific and educational institutions with access to the Internet and creating the basic network infrastructure for enhanced research and education in the country. A Special NATO-Ukraine Working Group on Scientific Cooperation has been set up to identify new ways to intensify cooperation and to foster increased participation in the programme.
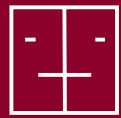
NATO-EU

The events of 11 September 2001 have underlined the importance of enhanced cooperation between NATO and the EU on questions of common interest, in order to meet crises with the most appropriate military response and to ensure effective crisis management. At the Prague Summit, NATO leaders reaffirmed their commitment to the enhancement of NATO-EU cooperation, the effectiveness of which was evident in joint efforts undertaken to restore peace and create the conditions for progress in the Balkans. The importance of transparency and cooperation between the two organisations had been further underlined by the events of 11 September 2001. The leaders emphasised their commitment to a genuine strategic partnership based on solutions satisfactory for all Allies on the question of participation by non-EU European countries.

Significant progress was made soon after the Prague Summit, following resolution by the EU of the participation issue in a manner considered satisfactory by all Allies. Meeting on the 13 December 2002, the member countries of the North Atlantic Council declared that they were now in a position to give the EU ready access to the collective assets and capabilities of NATO for operations in which the Alliance as a whole is not engaged militarily and announced a series of related measures pertaining to this decision.

In a statement issued that day, NATO Secretary General Lord Robertson affirmed that NATO and the European Union had taken a major step forward in putting into effect the strategic partnership between the two organisations. He announced that the North Atlantic Council had agreed to adopt a series of decisions with a view to maintaining a close and transparent relationship with the EU and supporting EU-led operations in which the Alliance as a whole is not engaged militarily, in accordance with the decisions taken at the Washington Summit in 1999. These decisions followed agreement in the European Council on the modalities to implement the Nice provisions on the involvement of non-EU European Allies in EU-led operations using NATO assets.

A joint declaration by the European Union and NATO was issued on 16 December 2002, opening the way for closer cooperation. The landmark Declaration on the European Security and Defence Policy (ESDP) provides a formal basis for cooperation between the two organisations in the areas of crisis management and conflict prevention. It outlines the political principles for EU-NATO cooperation and gives the European Union assured access to NATO's planning capabilities for its own military operations. The text of the Declaration is reproduced in Part III.

Evolution of the European Security and Defence Identity

The Alliance commitment to reinforcing its European pillar is based on the development of an effective European Security and Defence Identity within NATO which could respond to European requirements and, at the same time, contribute to Alliance security. By assuming greater responsibility for their own security, the European member countries seek to create a stronger and more balanced transatlantic relationship, thus strengthening the Alliance as a whole.

The process leading to the development of a European Security and Defence Identity has taken place progressively over a period of approximately ten years.

By the early 1990s, it became apparent that the time had come for a rebalancing of the relationship between Europe and North America and that steps needed to be taken by the European member countries to assume greater responsibility for their common security and defence. European countries embarked upon a process designed to provide a genuine European military capability without duplicating unnecessarily the command structures, planning staffs and military assets and capabilities already available within NATO, while simultaneously strengthening their contribution to the Alliance's missions and activities. Such an approach was seen as responding both to the European Union's goal of developing a Common Foreign and Security Policy and to the need for a more balanced partnership between the North American and European member countries of the Alliance.

The process of developing the European Security and Defence Identity within NATO is an integral part of the adaptation of NATO's political and military structures. At the same time, it is an important contributing factor to the development of European defence capabilities in the context of the EU's European Security and Defence Policy. Both these processes have been carried forward on the basis of the European Union's Treaties of Maastricht in 1992, Amsterdam in 1997 and Nice in 2000, and decisions taken by the Alliance at successive Summit meetings held in Brussels in 1994, Madrid in 1997 and Washington in 1999.

The Treaty of Maastricht included an agreement by the leaders of the European Union to develop a Common Foreign and Security Policy (CFSP) *"including the eventual framing of a common defence policy which might in time lead to a common defence".*

This agreement referred to the Western European Union (WEU) as an integral part of the development of the European Union created by the Treaty of Maastricht; and a request to the WEU to elaborate and implement decisions and actions of the European Union which had defence implications. Following the meeting of the European Union, WEU member states also met in Maastricht and agreed on the need for a genuine European security and defence identity and a greater European responsibility in defence matters.
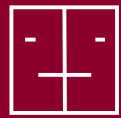
In January 1994, NATO Heads of State and Government welcomed the entry into force of the Maastricht Treaty and the decisions taken by the European Union on security and defence as a means of strengthening the European pillar of the Alliance and allowing the European members of NATO to make a more coherent contribution to Euro-Atlantic security. They reaffirmed that the Alliance remains the essential forum for consultation among its members and for agreement on policies relating to the security and defence commitments made by Allies under the North Atlantic Treaty. They also welcomed the close and growing cooperation between NATO and the Western European Union. They further announced their readiness to make collective NATO assets of the Alliance available, on the basis of consultations in the North Atlantic Council, for WEU operations undertaken by the European Allies in pursuit of their Common Foreign and Security Policy.

NATO Heads of State and Government also directed the North Atlantic Council to examine how the Alliance's political and military structures might be developed and adapted in order to conduct the Alliance's missions, including peacekeeping operations, more efficiently and flexibly and to reflect the emerging European Security and Defence Identity.

As part of this process, the concept of Combined Joint Task Forces (CJTFs) was developed. The CJTF concept is aimed at providing more flexible and deployable forces able to respond to the new demands of all Alliance missions, as well as facilitating the use of NATO assets for operations undertaken by the European Union.

Meetings of NATO foreign and defence ministers in Berlin and Brussels, in June 1996, reaffirmed support for building the European Security and Defence Identity (ESDI) within NATO in order to enable all European Allies to make a more coherent and effective contribution to the missions and activities of the Alliance. It would also allow them to act independently while simultaneously reinforcing the transatlantic partnership. Detailed decisions taken by defence ministers in Berlin laid the foundations for future work in this area.

At the Summit Meeting in Madrid in July 1997, NATO Heads of State and Government welcomed the major steps taken with regard to the creation of the ESDI within the Alliance. The North Atlantic Council in Permanent Session was requested to complete its work in this sphere expeditiously, in cooperation with the WEU. By the time of the Summit meeting in Washington in April 1999, that work was essentially complete.

During the course of the next year, significant further developments took place in this context. Most notable among these was the decision by EU and WEU governments that responsibility for the future development of a European security and defence policy and corresponding structures would be assumed by the EU itself. By the end of 2000, the roles and tasks previously assigned to the WEU had thus been transferred to the EU and arrangements made for handling residual WEU responsibilities in the framework of a much-reduced WEU structure and small secretariat.

At their meeting in Washington in April 1999, Heads of State and Government had set in train work on the further development of the European Security and Defence Identity within the Alliance. Discussions were initiated to address a number of specific aspects, namely:

• means of ensuring the development of effective mutual consultation, cooperation and transparency between the European Union and the Alliance, based on the mechanisms that had been established between NATO and the Western European Union;
• the participation of non-EU European Allies; and
• practical arrangements for EU access to NATO planning capabilities and NATO's assets and capabilities.

The principles which have formed the basis for further work on the ESDI, set out at the Washington Summit and at subsequent meetings, are as follows:

• the Alliance acknowledges the resolve of the European Union to have the capacity for autonomous action so that it can take decisions and approve military action where the Alliance as a whole is not engaged;
• in taking this process forward, NATO and the EU must ensure the development of effective mutual consultation, cooperation and transparency, building on the mechanisms developed for cooperation between NATO and the WEU;
• Alliance leaders applaud the determination of both EU members and other European Allies to take the necessary steps to strengthen their defence capabilities, especially for new missions, avoiding unnecessary duplication;
• they attach the utmost importance to ensuring the fullest possible involvement of non-EU European Allies in EU-led crisis response operations, building on consultation arrangements developed within the WEU. Canada's interest in participating in such operations under appropriate modalities is also recognised;
• they are determined that the decisions taken in Berlin in 1996, including the concept of using separable but not separate NATO assets and capabilities for EU-led operations, should be further developed.

The "Berlin Plus" arrangements

Based on these principles, detailed arrangements between NATO and the EU are being developed (referred to as "Berlin Plus"), which will respect the requirements of NATO operations and the coherence of its command structure and include issues such as:
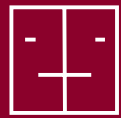
- the provision of assured EU access to NATO planning capabilities able to contribute to military planning for EU-led operations;
- the presumption of availability to the EU of pre-identified NATO capabilities and common assets for use in EU-led operations;
- the identification of a range of European command options for EU-led operations and further developing the role of the Deputy Supreme Allied Commander, Europe, in order for him to assume fully and effectively his European responsibilities; and
- the further adaptation of NATO's defence planning system to incorporate more comprehensively the availability of forces for EU-led operations.

The origins of NATO-EU relations

Arrangements made for cooperation between NATO and the WEU from 1991 to 2000 laid the groundwork for the subsequent development of the strategic partnership between NATO and the European Union. New impetus for the development of this relationship was provided by the British-French Summit at St. Malo, in December 1998. France and the United Kingdom agreed that the European Union "must have the capacity for autonomous action, backed up by credible military forces, the means to decide to use them, and a readiness to do so, in order to respond to international crises" and issued a Joint Statement outlining their determination to enable the European Union to give concrete expression to these objectives. This decision opened the way for the adoption of practical measures within the European Union to put it into effect.

In the new climate that prevailed after the St. Malo meeting, further progress could be made. Following the entry into force of the Amsterdam Treaty on 1 May 1999, the European Council met in Cologne in June 1999 and agreed to give the EU itself the means and capabilities needed for the implementation of a common European Security and Defence Policy (ESDP). The role previously undertaken by the WEU was progressively assumed by the European Union.

In the intervening period, NATO continued to work with the WEU to complete and implement arrangements to facilitate cooperation between the two organisations in the event of a WEU-led crisis management operation making use of NATO assets

and capabilities. Further work was undertaken to refine arrangements for the use of such assets and for information-sharing. Joint testing and evaluation of procedures were undertaken. A joint NATO-WEU crisis management exercise was held in February 2000.

With the transfer of responsibilities from the WEU to the EU, the relationship between NATO and the EU took on a new dimension, reflected in developments within both organisations.

The Helsinki meeting of the Council of the European Union held in December 1999 established a "Headline Goal" for EU member states in terms of their military capabilities for crisis management operations. The objective of the Headline Goal was to enable the EU, by 2003, to deploy and sustain for at least one year, military forces of up to 60 000 troops to undertake the full range of the so-called Petersberg tasks set out in the Amsterdam Treaty of 1997. These consist of humanitarian and rescue tasks; peacekeeping tasks; and tasks of combat forces in crisis management, including peacemaking. The role of these forces will be to undertake military operations led by the EU in response to international crises, in circumstances where NATO as a whole is not engaged militarily.

In addition, the EU decided to create permanent political and military structures, including a Political and Security Committee, a Military Committee and a Military Staff, to ensure the necessary political guidance and strategic direction for such operations. The EU also decided to develop arrangements for full consultation, cooperation and transparency with NATO and to ensure the necessary dialogue, consultation and cooperation with European NATO members which are not members of the EU, on issues related to the European Security and Defence Policy and to crisis management.

Developments after 1999

The dialogue between the Alliance and the European Union has steadily intensified in accordance with the decisions taken at Washington and thereafter, and in the light of developments within the EU. The meetings of the European Council in Nice, focusing in particular on the key issue of the involvement of non-EU European Allies in EU-led operations using NATO assets, and the ministerial meetings of the North Atlantic Council in Brussels, in December 2000, registered further progress. Alliance foreign ministers stated that they shared the goal endorsed by EU member states for a genuine partnership in crisis management between NATO and the EU. Both organisations agreed that consultations and cooperation would be developed between them on questions of common interest relating to security and effective defence and crisis management, so that crises can be met with the most appropriate military response.

In July 2000, NATO and the EU Council Secretariat established an interim security agreement between the two organisations governing the exchange of classified information. Both organisations are working towards the conclusion of a permanent NATO-EU security agreement.
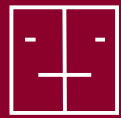
In the second half of 2000, Alliance experts began contributing military and technical advice to the work of EU experts on the establishment of a catalogue of forces and capabilities for the EU Headline Goal, in preparation of the EU's Capabilities Commitment Conference held in November 2000.

An exchange of letters took place in January 2001, between the Secretary General of NATO and the then Swedish Presidency of the EU, providing for joint meetings at ambassadorial and ministerial levels. Since February 2001, regular meetings of the EU Political and Security Committee and the North Atlantic Council have taken place. Both organisations are committed to stepping up consultations in times of crisis. The first formal joint meeting of NATO and EU foreign ministers took place in Budapest in May 2001 in the margins of the ministerial meeting of the North Atlantic Council.

Within NATO, work on the principal issues facing the further development of the ESDI continued during 2001 and 2002, in particular the identification of a range of European command options; the presumption of availability of pre-identified assets and capabilities; the adaptation of Alliance defence planning; and NATO-EU consultations in times of crisis.

Cooperation between NATO and the European Union has also been developed in a number of fields and specifically in relation to the campaign against terrorism. Direct contacts have increased and, in the wake of the terrorist attacks of 11 September, the Secretary General of NATO participated in the deliberations of the EU General Affairs Council held on 12 September to analyse the international situation following the attacks. Cooperation between the two organisations has also contributed positively to the improved security situation in the former Yugoslav Republic of Macedonia*, where NATO provided security for EU and OSCE monitors of the peace plan until the end of March 2003, when the NATO-led peacekeeping mission was terminated and responsibility for it handed over to the European Union. Regular contacts have taken place between the two organisations as well as the OSCE to maximise international support for political reforms in the country and the maintenance of the political process. A joint delegation consisting of the NATO Secretary General, the EU High Representative, the Chairman in Office of the OSCE and the Supreme Allied Commander Europe visited Skopje on 18 October 2001 for discussions with President Trajkovski and other political leaders.

Discussions of the situation in the Western Balkans have become a regular feature of meetings of the North Atlantic Council and the Political and Security Committee of the EU. Foreign Ministers of NATO and the EU met in Brussels on 6 December 2001 to

review cooperation across the board, and underlined their continued engagement in strengthening the peace process in the former Yugoslav Republic of Macedonia* as well as elsewhere in the Western Balkans. Further contacts between the NATO Secretary General and the EU High Representative have continued to contribute to cooperation and, in May 2002, Foreign Ministers of both organisations met again in Reykjavik, reaffirming their commitment to achieve a close and transparent relationship.

The situation in southern Serbia became the subject of NATO-EU consultations and cooperation, following the need for international intervention in 2001 to defuse the risk of civil conflict in the area and to help to broker a cease-fire. Closer proximity between the government of Serbia and Montenegro and European institutions continues to manifest itself and has been reflected, for example, in the interest shown by Serbia and Montenegro in participation in the Partnership for Peace programme. The strengthening of the political process, for example through the successful conduct of municipal elections in southern Serbia in July 2002, has continued to be a priority concern of both NATO and the EU, each of which has acted to defuse set-backs when these have occurred. In the wake of the progress in the NATO-EU strategic partnership achieved at the end of 2002, such cooperative efforts will be further developed in the future.

Mediterranean Dialogue

The Mediterranean Dialogue is an integral part of the Alliance's cooperative approach to security. It is based on the recognition that security in Europe is closely linked with security and stability in the Mediterranean and that the Mediterranean dimension is an important component of Europe's security structures. The aim of the Dialogue is to contribute to security and stability in the Mediterranean, to achieve a better mutual understanding, and to correct misperceptions about NATO among Mediterranean Dialogue countries.

Decisions were taken at the Prague Summit to substantially upgrade the political and practical dimensions of the Dialogue as an integral part of the Alliance's cooperative approach to security.

The Dialogue has its origins in the Brussels Summit Declaration of January 1994. NATO Heads of State and Government referred to positive developments in the Middle East Peace Process as "opening the way to consider measures to promote dialogue, understanding and confidence-building between the countries in the region" and encouraged "all efforts conducive to strengthening regional stability".

At their meeting in December 1994, NATO foreign ministers declared their readiness "to establish contacts, on a case-by-case basis, between the Alliance and Mediterranean non-member countries with a view to contributing to the strengthening

of regional stability". To this end, they directed the Council in Permanent Session "to continue to review the situation, to develop the details of the proposed dialogue and to initiate appropriate preliminary contacts". This resulted, in February 1995, in invitations to Egypt, Israel, Mauritania, Morocco and Tunisia to participate in a dialogue with NATO. Subsequently, invitations were extended to Jordan in November 1995 and to Algeria in February 2000.

The 1997 Madrid Summit added a new and more dynamic direction to the Dialogue by establishing a Mediterranean Cooperation Group (MCG) in which all NATO member countries are represented. This is the steering body for all questions related to the Dialogue and its further development.
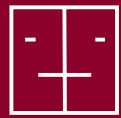
At the Washington Summit in April 1999, Alliance leaders decided to enhance both the political and practical dimensions of the Dialogue. This created further opportunities to strengthen cooperation in areas where NATO can bring added value, particularly in the military field, and in other areas where Dialogue countries have expressed interest.

The Dialogue has both a political and a practical dimension involving participation in specific NATO activities. The political dialogue involves regular bilateral political discussions between the North Atlantic Council and the ambassador of each Mediterranean partner country, under the chairmanship of NATO's Secretary General. These meetings provide an opportunity to share views on the security situation in the Mediterranean region, as well as to discuss the current status and future development of the Dialogue itself. Multilateral meetings between the North Atlantic Council and the seven Mediterranean Partners are also held to provide briefings on NATO's activities and to exchange views on topical events, usually after each NATO ministerial or summit meeting, or when exceptional circumstances arise. One such meeting took place, for example, in October 2001, to inform Mediterranean Partners about NATO's response to the 11 September terrorist attacks against the United States, including the decision to invoke Article 5 of the North Atlantic Treaty.

Practical cooperation

The practical dimension of the Dialogue involves activities in areas such as civil emergency planning, science and information, as well as a military programme. This includes invitations to Dialogue countries to observe and participate in military exercises, attend courses and seminars at NATO schools, and visit NATO military bodies. The military programme also includes in-country training activities by NATO expert teams and port visits to Mediterranean Dialogue countries by NATO's Standing Naval Forces.

The practical dimension of the Mediterranean Dialogue has expanded significantly since it was launched and now covers most activities in which other NATO partner countries participate. In 2001, NATO offered the seven Mediterranean Dialogue

countries the possibility of signing an agreement on the protection of information in order to facilitate the exchange of classified information required to participate in certain activities. Several countries have taken up this offer and others are expected to do so in the future.

The development of the Dialogue has been based upon five principles:

- the Dialogue is progressive in terms of participation and substance. This flexibility allows the number of Dialogue Partners to grow and the content of the Dialogue to evolve over time;
- it is primarily bilateral in structure. However, it also allows for multilateral meetings to take place on a regular basis;
- the Dialogue is non-discriminatory. All Mediterranean Partners are offered the same basis for cooperation activities and discussion with NATO. Dialogue countries are free to choose the extent and intensity of their participation;
- it is designed to complement and reinforce other international efforts to establish and enhance cooperation with Mediterranean countries. These include the European Union's "Barcelona Process" and initiatives by other institutions such as the Organisation for Security and Cooperation in Europe (OSCE);
- in principle, activities within the Dialogue normally take place on a self-funding basis. Financial assistance in support of participation by Mediterranean Partners in the Dialogue may be granted on a case-by-case basis.

South-Eastern Europe

In the Prague Summit Declaration, the Alliance reaffirmed its support for the territorial integrity and sovereignty of all countries in the strategically important region of South-East Europe. NATO remains committed to working with Partners and other international organisations in order to create conditions conducive to peace, democracy and stability in the region. The continued presence of NATO-led forces in the region demonstrates NATO's firm support for the rule of law, democratic institutions, basic human rights, return of refugees, tolerance, reconciliation and the peaceful resolution of disputes, and its determination to oppose all violence, whether ethnically, politically, or criminally motivated.

The political basis for the Alliance's role in the Balkans was established at the North Atlantic Council meeting in Oslo, in June 1992. NATO foreign ministers announced their readiness to support, on a case-by-case basis, in accordance with their own procedures, peacekeeping activities under the responsibility of the Conference on Security and Cooperation in Europe (CSCE) (subsequently renamed the Organisation for Security and Cooperation in Europe or OSCE). This included making available Alliance resources and expertise for peacekeeping operations.

In December 1992, the Alliance stated that it was also ready to support peacekeeping operations under the authority of the United Nations Security Council, which has the primary responsibility for international peace and security. Reviewing peacekeeping and sanctions or embargo enforcement measures already being undertaken by NATO countries, individually and as an Alliance, to support the implementation of UN Security Council resolutions relating to the conflict in the former Yugoslavia, NATO foreign ministers indicated that the Alliance was ready to respond positively to further initiatives that the UN Secretary-General might take in seeking Alliance assistance in this field.
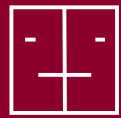
Monitoring and enforcement operations

Between 1992 and 1995, the Alliance took several key decisions which led to operations to monitor, and subsequently enforce, a UN embargo and sanctions in the Adriatic, and to monitor and then to enforce the UN no-fly zone over Bosnia and Herzegovina. The Alliance also provided close air support to the UN Protection Force (UNPROFOR) and authorised air strikes to relieve the strangulation of Sarajevo and other threatened areas denominated by the UN as Safe Areas.

Decisive action by the Alliance in support of the UN, together with a determined diplomatic effort, broke the siege of Sarajevo, led to a genuine cease-fire and made a negotiated solution to the conflict possible in autumn 1995.

The NATO-led Implementation Force

Under the terms of the General Framework Agreement for Peace in Bosnia and Herzegovina, commonly referred to as the Dayton Peace Accords (DPA), signed on 14 December 1995, a NATO-led Implementation Force (IFOR) was established for one year to fulfil the military aspects of the agreement. The Force was activated on 16 December and transfer of authority from the Commander of UN forces to the Commander of IFOR took place four days later, bringing all NATO and non-NATO forces participating in the operation under IFOR command.

By 19 January 1996, the parties to the Agreement had withdrawn their forces from the zone of separation on either side of the agreed cease-fire line and by 3 February, all forces had been withdrawn from the areas to be transferred under the terms of the Agreement. The transfer of territory between the entities of Bosnia and Herzegovina was completed by 19 March and a new zone of separation established. By the end of June, the cantonment of heavy weapons and demobilisation of forces required by the Agreement had also been completed. After more than four years of conflict and in the repeated failure of international initiatives to end it, a basis for the future peace and security of Bosnia and Herzegovina had been established within less than six months.

IFOR contributed substantially to the creation of a secure environment conducive to civil and political reconstruction. It also provided support for civilian tasks, working closely with the Office of the High Representative (OHR), the International Police Task Force (IPTF), the International Committee of the Red Cross (ICRC), the UN High Commissioner for Refugees (UNHCR), the International Criminal Tribunal for the former Yugoslavia (ICTY) and many others, including more than 400 non-governmental organisations active in the area.

IFOR also assisted the Organisation for Security and Cooperation in Europe, in preparing, supervising and monitoring the first free elections in September 1996 and, following these elections, supported the Office of the High Representative in assisting the entities of Bosnia and Herzegovina in building new common institutions.

IFOR military engineers repaired and reopened roads and bridges and played a vital role in the de-mining and repair of railroads and the opening up of airports to civilian traffic, in restoring gas, water and electricity supplies, in rebuilding schools and hospitals, and in restoring key telecommunication installations.

From IFOR to SFOR

In November and December 1996, a two-year consolidation plan was established in Paris and elaborated in London under the auspices of the Peace Implementation Council established under the Dayton Peace Accords. On the basis of this plan and of the Alliance's own study of security options, NATO foreign and defence ministers concluded that a reduced military presence was needed to provide the stability necessary for consolidating peace in the area. They agreed that NATO should organise a Stabilisation Force (SFOR), which was subsequently activated on 20 December 1996 – the day on which IFOR's mandate expired.

The NATO-led Stabilisation Force

In accordance with UN Security Council Resolution 1088 of 12 December 1996, the Stabilisation Force became the legal successor to IFOR, its primary task being to contribute to the development of the secure environment necessary for the consolidation of peace.

In December 1997, NATO foreign and defence ministers took a number of additional decisions in relation to the implementation of the Dayton Peace Accords. Recognising the fragility of the peace, despite positive achievements in several fields, they reiterated NATO's commitment to the establishment of a single, democratic and multiethnic state. Acting on the consensus emerging in the Peace Implementation Council and elsewhere on the need for a military presence to continue beyond the expiry of SFOR's mandate, they requested NATO's military authorities to outline available options.

On 20 February 1998, the North Atlantic Council issued a statement announcing that, subject to the necessary United Nations mandate, NATO would be prepared to organise and lead a multinational force in Bosnia and Herzegovina following the end of SFOR's mandate in June 1998.

The new force would retain the name "SFOR" and would operate on a similar basis, in order to deter renewed hostilities and to help to create the conditions needed for the implementation of the civil aspects of the Dayton Peace Accords. At the same time, the Council projected a transitional strategy, involving progressive reductions of force levels, as the transfer of responsibilities to the competent common institutions, civil authorities and international bodies became feasible.

As the situation in Bosnia and Herzegovina has become more stable, NATO military authorities have been directed periodically by the North Atlantic Council to restructure and reduce the size of the Stabilisation Force. By the beginning of 2002, it had been reduced from its original 31 000 troops to approximately 19 000, drawn from 17 NATO member countries and 15 non-NATO countries, including a Russian contingent. By November 2002 the size of the force had been further reduced to approximately 14 000 troops drawn from a similar number of countries.

At their Spring 2002 meeting, Alliance defence ministers announced decisions reached after consultation with non-NATO contributing Partners, on the restructuring of SFOR and on accompanying force reductions. Reaffirming NATO's commitment to security and stability in the Balkans, they pointed to improvements achieved in the security environment in the region, permitting the further reduction of SFOR troop levels.
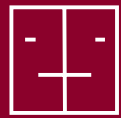
All non-NATO countries which participated in IFOR have also participated in SFOR, namely Albania, Austria, Bulgaria, Czech Republic, Estonia, Finland, Hungary, Latvia, Lithuania, Poland, Romania, Russia, Sweden and Ukraine – all of which are Partnership for Peace countries – as well as Egypt, Jordan, and Morocco – which participate in NATO's Mediterranean Dialogue. Argentina, Ireland, Slovakia and Slovenia also subsequently participated in SFOR.

By mid 2002, the following non-NATO countries were participating in SFOR: Albania, Austria, Bulgaria, Estonia, Finland, Ireland, Latvia, Lithuania, Romania, Russia, Slovakia, Slovenia and Sweden – all of which are Partnership for Peace countries – as well as Argentina, Australia, New Zealand and Morocco.

Examples of SFOR tasks and achievements

Support for implementation of the civilian aspects of the Dayton Peace Accords is provided by local forces and by SFOR's Civil-Military Task Force (CMTF), consisting of approximately 350 military personnel able to call on civilian skills in some twenty functional areas including law, economics and finance, agriculture, industry, commerce and business, structural engineering, transportation, utilities, housing, social services such as education and public health, cultural affairs, government, management and political science.

SFOR continues to provide day-to-day assistance for minority returns and support for the UNHCR in providing humanitarian aid. In cooperation with the local authorities and armed forces, SFOR has also assisted people affected by the floods and mudslides in the northern and south-eastern parts of the country in June and July 2001, through the provision of tents, food, water, flood relief, bridge and road repair and engineering assistance to local authorities; provided transport for food parcels from Croatia, during the autumn of 2001; and undertaken reconstruction projects financed by participating countries. In January 2002, SFOR conducted humanitarian re-supply missions in the vicinity of Srebrenica, delivering food to villages isolated by adverse winter weather conditions.

Security cooperation activities

In July 1996, the North Atlantic Council tasked the NATO military authorities with developing and conducting confidence building courses for selected military personnel from Bosnia and Herzegovina at the NATO School in Oberammergau, Germany, with the aim of fostering dialogue, reconciliation and mutual understanding between the entities. A two-week pilot course in June 1997 was judged a success and in December 1997, the North Atlantic Council formalised the initiative as the NATO/BiH Security Cooperation Programme (SCP). Since its inception the SCP has become increasingly focused on supporting specific aspects of defence reform in Bosnia and Herzegovina, such as the restructuring of armed forces and the development of common defence and security policies and preparing the country for integration into Euro-Atlantic security structures.

A major priority for the SCP is support for the Standing Committee for Military Matters (SCMM), its newly appointed Secretary General and its Secretariat. The SCCM is one of the common institutions set up by the Dayton Peace Accords. It provides advice and executive support to the State Presidency in its capacity as the supreme authority for defence matters in the state of Bosnia and Herzegovina. It is composed of representatives of the three constituent ethnic groups within the country and is a key element of the efforts of the international community to help to strengthen defence at the state level.

Reductions of the Entity Armed Forces (EAF)

Trust and cooperation between the armed forces of the different entities within the country have improved gradually since the cessation of hostilities. Their numbers were reduced from an estimated 430 000 troops in 1995 to 34 000 by 2001. The level nevertheless remains too high both in relation to any external threat and in relation to national wealth. SFOR is working with national military commanders in order to restructure the armed forces in a manner that is affordable and meets the country's security requirements.

The Joint Military Commission (JMC), at its meeting in January 2002, introduced plans for force reductions to be achieved by 2005. The reductions are now expected to be completed by mid-2003. A Common Defence Policy (CDP) was approved on 11 May 2001, with the emphasis on commonality, cooperation and coordination, while building on a commitment to satisfy the requirements for participation in NATO's Partnership for Peace programme.

Weapon collection (operation *Essential Harvest*)

A nation-wide programme, initiated in 1998, operation *Essential Harvest* was successful in helping the population of Bosnia and Herzegovina rid itself of many firearms, munitions and explosive devices. It offered a complete amnesty to anyone who handed in munitions or weapons at centralised collection points, or provided information regarding their whereabouts. By the end of 2001, large numbers of arms, mines, hand grenades and rounds of ammunition had been collected, significantly reducing the threat to the local population.

Operation *Essential Harvest* has been extended indefinitely. In view of the risks involved in this operation and accidents that have occurred, SFOR is providing training to local forces in the handling of unexploded ordnance.

War crimes

SFOR has continued to support the work of the International Criminal Tribunal for the former Yugoslavia (ICTY), providing security and logistic support for ICTY investigative teams, and surveillance and ground patrolling of alleged mass gravesites. The North Atlantic Council has authorised SFOR to detain and transfer to the ICTY persons indicted for war crimes when SFOR personnel come into contact with them while carrying out their duties. Since 1996, NATO forces have detained and transferred to the jurisdiction of the ICTY in The Hague some 40 people indicted for war crimes.

Upper airspace control

Under the Dayton Peace Agreement, SFOR is responsible for regulating the airspace over Bosnia and Herzegovina by fostering a stable, safe and secure airspace environment that can eventually be returned to civilian control. Progressive steps have been taken towards normalisation and the gradual transfer of control to the Department of Civil Aviation of Bosnia and Herzegovina. SFOR handed over control of Sarajevo airport to the local authorities in January 2002.

Refugees and displaced persons

SFOR's continued presence has helped create the conditions for a mass return of those forced to abandon their homes during the conflict. From November 1995 to the end of 2002, over 900 000 refugees and displaced persons have returned to their pre-conflict municipalities.

Public security

SFOR Multinational Specialised Units (MSU) contribute to the fight against crime and corruption, which remain major threats to security. SFOR also continues to work closely with the UN International Police Task Force (IPTF), providing assistance with surveillance, communications, transportation and security, and with the United Nations Mission to Bosnia and Herzegovina (UNMBIH) on training local police anti-riot units.

In February 2002, the Peace Implementation Council (PIC) accepted a European Union offer to provide an EU police mission (EUPM) upon the expiry of the IPTF mandate on 1 January 2003. The EUPM is now in place. Contributors to the force include non-EU European NATO members states that are candidates for accession to the EU as well as other non-EU OSCE member countries.

De-mining

The conflict left behind up to one million mines throughout Bosnia and Herzegovina and many unmarked minefields. Between 1996 and early 2002, there were approximately 1 350 mine victims, approximately 300 of which were children. Since November 1995, 120 000 mines have been removed and 26 million square metres have been cleared. It has been estimated that the total mine threat is unlikely to be eliminated before 2010.

SFOR participated in the de-mining of roads and has set up training initiatives. Its main responsibility now involves the supervision of de-mining activities. On 12 February 2002, state-level legislation paved the way for the administration, management and control of de-mining activities by the national Ministry of Civil Affairs.

NATO's role in relation to the conflict in Kosovo

The origins of the conflict in Kosovo date back to 1989 when President Milosevic removed the autonomy of the province within the former Yugoslavia bringing it under the direct control of Belgrade. Tensions simmered for several years and in 1998, open conflict between Serbian military and police forces and Kosovar Albanians broke out, resulting in the deaths of thousands of Kosovar Albanians and the expulsion of over 800 000 people from their homes.

The international community became gravely concerned about the escalating conflict, its humanitarian consequences, the risk of it spreading to other countries, President Milosevic's disregard for diplomatic efforts aimed at peacefully resolving the crisis and the destabilising role of Kosovar Albanian militants.

On 13 October 1998, following a deterioration of the situation, the NATO Council authorised Activation Orders for NATO air strikes, in support of diplomatic efforts to make the Milosevic regime withdraw forces from Kosovo, cooperate in bringing an end to the violence and facilitate the return of refugees to their homes. Following further diplomatic initiatives, President Milosevic agreed to comply and the air strikes were called off.

Further measures were taken in support of UN Security Council resolutions calling for an end to the conflict, including the establishment of a Kosovo Verification Mission by the OSCE and an aerial surveillance mission by NATO, as well as a NATO military task force to assist in the evacuation of members of the Verification Mission in the event of further conflict. In its December 1999 report – "Kosovo/Kosova As Seen, As Told" – the OSCE Office for Democratic Institutions and Human Rights (ODIHR) estimated that as many as 350 000 Kosovars, overwhelmingly Albanians, but including some Serbs, were already displaced from their homes by the end of 1998.

The situation in Kosovo flared up again at the beginning of 1999, following a number of acts of provocation on both sides and the use of excessive force by the Serbian Army and Special Police. This included the massacre of 40 unarmed civilians in the village of Racak on 15 January. Renewed international efforts to give new political impetus to finding a peaceful solution to the conflict resulted in the convening of negotiations between the parties to the conflict in London and Paris under international mediation.

The negotiations ultimately failed and in March 1999, Serbian military and police forces stepped up the intensity of their operations against the ethnic Albanians in Kosovo, moving extra troops and tanks into the region, in a clear breach of agreements reached. Tens of thousands of people began to flee their homes in the face of this systematic offensive.

A final unsuccessful attempt was made by United States Ambassador Richard Holbrooke to persuade President Milosevic to reverse his policies. All diplomatic avenues having been exhausted, operation *Allied Force* began on 23 March 1999.

In launching the air campaign, NATO's political objectives were to bring about a verifiable stop to all military action and the immediate ending of violence and repression; the withdrawal from Kosovo of military personnel, police and paramilitary forces; the stationing in Kosovo of an international military presence; the unconditional and safe return of all refugees and displaced persons and unhindered access to them by humanitarian aid organisations; and the establishment of a political agreement for Kosovo in conformity with international law and the Charter of the United Nations.

Following diplomatic efforts by Russia and the European Union on 3 June, a Military Technical Agreement was concluded between NATO and the Federal Republic of Yugoslavia (now Serbia and Montenegro) on 9 June. On the following day, after confirmation that the withdrawal of Yugoslav forces from Kosovo had begun, NATO announced the suspension of the air campaign.

On 10 June, UN Security Council Resolution 1244 welcomed the Federal Republic of Yugoslavia's acceptance of the principles for a political solution, including an immediate end to violence and a rapid withdrawal of its military, police and paramilitary forces and the deployment of an effective international civil and security presence, with substantial NATO participation.

The NATO-led Kosovo Force

The first elements of KFOR entered Kosovo on 12 June 1999. By 20 June, the withdrawal of Serbian forces was complete. Throughout the crisis, NATO forces were at the forefront of humanitarian efforts to relieve the suffering of the refugees forced to flee Kosovo by the Serbian campaign of ethnic cleansing. At the height of the Kosovo crisis, over 230 000 refugees had arrived in the former Yugoslav Republic of Macedonia*, over 430 000 in Albania and some 64 000 in Montenegro. Approximately 21 500 had reached Bosnia and over 61 000 had been evacuated to other countries. Within Kosovo itself, an estimated 580 000 people had been rendered homeless. To help ease the humanitarian situation on the ground, NATO forces flew in many thousands of tons of food and equipment. By the end of May 1999, over

4 666 tons of food and water, 4 325 tons of other goods, 2 624 tons of tents and nearly 1 600 tons of medical supplies had been transported to the area. In the former Yugoslav Republic of Macedonia* NATO troops built refugee camps, refugee reception centres and emergency feeding stations and moved hundreds of tons of humanitarian aid to those in need.

In Albania, NATO deployed substantial forces to provide similar forms of assistance and helped the UNHCR with the coordination of humanitarian aid flights to enable the evacuation of refugees to safety in other countries, including many NATO countries. These flights were supplemented by aircraft supplied by NATO member countries. The Euro-Atlantic Disaster Response Coordination Centre (EADRCC) established at NATO in June 1998 also played an important role in the coordination of support to UNHCR relief operations.

KFOR initially comprised some 50 000 personnel from all 19 NATO member countries and from 19 non-NATO countries (among them 16 Partner countries, including a Russian contingent) under unified command and control. By the beginning of 2002, KFOR comprised approximately 39 000 troops.

In Spring 2002, improvements achieved in the security environment in the region enabled Alliance foreign ministers to announce the restructuring and rationalisation of SFOR and KFOR. This was accompanied by a decision to reduce troop levels to around 13 000 for SFOR, and 26 000 for KFOR, by June 2003. As the security situation continues to evolve throughout the Joint Operations Area in the Balkans, further force reductions are likely.

Support for neighbouring countries

As a result of the conflict in Kosovo, the countries of the region faced major humanitarian, political, and economic problems. In parallel with the deployment of KFOR, Alliance efforts therefore focused on providing immediate practical assistance in dealing with the refugee crisis by reassigning NATO forces in the region to humanitarian tasks.

Assistance included the provision of emergency accommodation and building of refugee camps and assisting humanitarian aid organisations by providing transport and other forms of help, including the distribution of food and aid. NATO countries provided financial and other support to Albania and the former Yugoslav Republic of Macedonia* and gave reassurances that they would respond to any challenges to their security by the government in Belgrade.

KFOR tasks have included assistance in connection with the return or relocation of displaced persons and refugees; reconstruction and de-mining; medical assistance; security and public order; security of ethnic minorities; protection of patrimonial sites;

border security; interdiction of cross-border weapons smuggling; implementation of a Kosovo-wide weapons, ammunition and explosives amnesty programme; weapons destruction; and support for the establishment of civilian institutions, law and order, the judicial and penal system, the electoral process and other aspects of the political, economic and social life of the province. Examples are given below.

Nineteen non-NATO countries currently participate in KFOR operations, contributing to the accomplishment of KFOR's mission and gaining practical experience of operating with NATO forces. They are: Argentina, Austria, Azerbaijan, Bulgaria, Estonia, Finland, Georgia, Ireland, Latvia, Lithuania, Morocco, Romania, Russia, Slovakia, Slovenia, Sweden, Switzerland, United Arab Emirates and Ukraine.

Examples of KFOR tasks and achievements

Refugees

Positive progress has been made with regard to returns of refugees and displaced persons. Approximately 1 300 000 people from inside Kosovo and abroad, have been able to return to their homes and villages.

In May 2000, a Joint Committee on Returns (JCR) was established to explore ways and means for the safe and sustainable return of Kosovar Serbs. KFOR, the United Nations Mission to Kosovo (UNMIK), and other international organisations have helped to coordinate and support resettlement activities and to limit the potential for ethnic violence. KFOR forces have decreased their presence in minority enclaves as the need to provide security in the wake of localised violence against Kosovo Serbs and other minorities has diminished.

In August 2001, the JCR implemented the first organised return of Kosovo Serbs to the Osajane Valley with significant support from KFOR. The return was incident free.

Since the successful Parliamentary elections in the fall of 2001, a special adviser on minorities with cabinet rank has been working on accelerating progress on minority returns. UNMIK has now taken the lead on minority resettlement issues and has been heavily engaged with Belgrade to move forward on the creation of suitable conditions for potential returnees.

Medical assistance

Medical assistance has been another major sphere of activity for KFOR, with over 50 000 civilian patients receiving treatment annually.

Currency

In January 2002, the security provided by KFOR, the United Nations Mission in Kosovo and the Kosovo Police Service facilitated the conversion of Kosovo's currency from the Deutschmark to the Euro.

Security and public order

One of the highest priorities for KFOR is improving security for ethnic minorities. Each Multinational Brigade allocates a significant amount of personnel to tasks related to the protection of minority (mainly Serb) populations in Kosovo. This includes guarding individual homes and villages, transporting people to schools and shops, and patrolling and monitoring checkpoints.

Significant KFOR forces are also assigned to the protection of some 145 patrimonial sites throughout Kosovo, on a 24-hour-a-day basis. As the security situation continues to improve, KFOR is handing over responsibility for an increasing number of vehicle checkpoints, patrimonial sites and other related tasks to the UNMIK Police. This trend is expected to continue.

KFOR is constantly engaged in border security tasks, using a combination of foot, vehicle and helicopter patrols as well as providing aerial surveillance. Elements from 15 KFOR battalions, totalling about 1 000 soldiers, are involved in this task. Border monitoring activities were significantly enhanced in response to the crisis in the former Yugoslav Republic of Macedonia*, with a particular focus on interdicting the flow of fighters, weapons and other supplies.

In June 2001 KFOR began operation *Eagle* along Kosovo's borders with the former Yugoslav Republic of Macedonia* and Albania, the purpose of which is to interdict weapons smuggling. To date, many thousands of weapons, mines and grenades and hundreds of thousands of rounds of ammunition have been seized and destroyed.

From mid-March to mid-April 2002, a Kosovo-wide weapons, ammunition and explosives amnesty programme was conducted, allowing individuals to turn in weapons to KFOR without fear of repercussions. Significant numbers of weapons, mines and rounds of ammunitions were handed over and destroyed.

Civil implementation

In October 2000, the Organisation for Security and Cooperation in Europe played an important role in the planning of municipal elections, including voter registration, under security arrangements provided by KFOR, in coordination with UNMIK, to protect freedom of movement in the area.

The elections were conducted without major incident. In November 2001, KFOR troops contributed to the successful conduct of the elections for a new Assembly by continuing to provide a secure environment for the local population as well as logistical support, in close coordination with the OSCE and the UN Mission in Kosovo.

Law and order

An important part of KFOR resources continues to be engaged in patrolling and manning checkpoints, and protecting patrimonial sites, as part of the process of restoring law and order.

KFOR, acting in support of UNMIK, remains a crucial asset in the fight against organised crime and smuggling, and supports UNMIK-led operations to deny extremist armed groups or criminal elements the use of operational and logistic bases in Kosovo.

NATO's role in the former Yugoslav Republic of Macedonia*

In August 2001, the North Atlantic Council responded to the request of President Trajkovski of the former Yugoslav Republic of Macedonia*, for NATO assistance in demilitarising the National Liberation Army (NLA) and disarming the ethnic Albanian groups operating on the territory of his country. The Council authorised a 30-day mission code-named operation *Essential Harvest* to collect and destroy all weapons voluntarily handed in by NLA personnel. The operation involved some 3 500 NATO troops and their logistical support, and successfully collected some 3 875 weapons and 397 600 other items, including mines and explosives.

In September, President Trajkovski requested a follow-on force in order to provide protection for international monitors from the European Union and the OSCE overseeing the implementation of the peace plan in the former Yugoslav Republic of Macedonia*. Known as operation *Amber Fox,* this mission involved some 700 troops provided by NATO member countries, reinforcing some 300 troops already based in the country. It started on 27 September 2001 with a three-month mandate and was subsequently extended.

In response to a request from President Trajkovski, the North Atlantic Council agreed to continue supporting the former Yugoslav Republic of Macedonia* with a new mission from 16 December 2002, known as operation *Allied Harmony.* The Council recognised that while operation *Amber Fox* could now be concluded, a requirement for a follow-on international military presence in the country remained, in order to minimise risks of destabilisation. The mission consisted of operational elements to provide support for the international monitors as well as advisory elements to assist the government in assuming responsibility for security throughout the country. The NATO-led operation *Allied Harmony*, continued until 31 March 2003, when responsibility for the mission was handed over to the European Union.

The lesson of the Alliance's involvement in South-Eastern Europe is that crisis management and diplomacy have succeeded when backed by the credible threat of the use of force. The Allies are determined to continue NATO's peace-support missions in Bosnia and Herzegovina and in Kosovo until a self-sustaining peace has been achieved based on solid democratic institutions and the protection of human rights. Recent reductions in NATO force levels in the region testify to the improved security situation.

After Prague: The road ahead

New members

Prague was without a doubt a landmark summit, first and foremost, because of the invitation to seven countries to start accession talks with a view to becoming members of the Alliance in 2004. The reaction in many of those countries has been euphoric. For some, the main significance of the invitation lies in the culmination of the foreign policy objectives they set themselves immediately after achieving independence. For others, the most important aspect of the decision is that it symbolises the righting of historical wrongs. In some, public debate about the implications of membership continues.

Membership of NATO is a large responsibility. The new countries will be taking on the shared task of extending the security of the Alliance further afield and achieving the many challenging objectives NATO countries have set for themselves, both in fulfilling the goals of the North Atlantic Treaty and in confronting new threats to peace and stability. However it is a two-way process. The Alliance has pledged its continued support and assistance. This includes aiding the invitees to carry out the full range of planning activities, programmes and reforms covered by the Membership Action Plan in relation to political and economic issues, defence and military issues, resource issues, security issues and legal issues. Implementation of decisions made in each of these areas prior to accession will need to continue in the period after accession has taken place and mechanisms put in place to ensure that this happens. The invitees are committed to providing timetables for reform both before and after accession, in order to enhance their contribution to the Alliance.

Also travelling on the road from Prague are three more countries that have adopted membership of the Alliance as a major foreign policy goal, namely Albania, the former Yugoslav Republic of Macedonia* and Croatia. The strides made by these countries towards reform were acknowledged by NATO Heads of State and Government in Prague. Positive encouragement was given to them to continue this process in order to achieve the stability, security and prosperity needed to enable them to meet the obligations of future membership. Practical assistance is being given by NATO to support these efforts.

New capabilities for new challenges

Firm commitments were made by NATO member countries at the Summit to provide the capabilities that are the prerequisite for carrying out the Alliance's missions and formal statements of intent were signed in Prague. Specific steps are now being

taken by member countries to implement these commitments in order to deliver essential improvements in operational capabilities, ranging from heavy transport aircraft to precision guidance weapons and protection against chemical and biological weapons. In addition, they have endorsed the United States' proposal for a NATO Response Force, on which work is now proceeding with a view to achieving initial operational capability by October 2004 and full operational capability in 2006. Alongside these decisions and in parallel, a major streamlining of the Alliance's military command structure is underway.

Further measures being implemented in the wake of the Prague decisions include those specifically targeting improvements in the Alliance's ability to deal with new threats such as terrorism and weapons of mass destruction, on which a comprehensive package of actions was endorsed.

Cooperation and dialogue

The decisions taken by Alliance leaders on the enlargement of the Alliance and on the enhancement of its capabilities were complemented by other measures taken in the context of the Alliance's new relationships both with non-NATO countries and with other international organisations. All of these add up to an agenda for action covering every facet of the Alliance's responsibilities.

Foremost among these measures, at the multinational level, is the Partnership Action Plan against Terrorism. Steps are also being taken to adapt EAPC and PfP processes in order to ensure efficient, coherent and coordinated support for the new, more substantive relationship that is developing between NATO and its partner countries in many other fields, in accordance with the specific measures outlined in the Report on the Comprehensive Review of the EAPC and PfP (see Part III).

Commitments were also made to build further on the progress made in the NATO-Russia Council in relation to the fight against terrorism and other issues. In the context of cooperation between NATO and Ukraine, a new Action Plan was adopted, to be fulfilled over coming months, identifying political, economic, military and other areas for reform where NATO will continue to provide assistance.

The Alliance's commitment to build a genuine strategic relationship with the European Union, reaffirmed in Prague, took on a new dimension shortly after the Summit, with the publication in December 2002 of a joint European Union/NATO Declaration on the European Security and Defence Policy, opening the way for closer political and military cooperation between the two organisations. The Declaration provides a formal basis for cooperation between the two organisations in the areas of

crisis management and conflict prevention. It outlines the political principles for EU-NATO cooperation and gives the European Union immediate assured access to NATO's planning and logistics capabilities for its own military operations.

In the wake of these decisions, work is underway in both organisations to finalise detailed arrangements for matters such as participation by the European Union in NATO planning activities, the NATO-EU security agreement, command matters, practical measures for making available NATO capabilities and assets, consultations, modifications to defence planning arrangements, combined exercises and political aspects.

Decisions were also taken to strengthen NATO's Mediterranean Dialogue, notably with respect to practical cooperation on security matters of common concern including terrorism-related issues; to further develop and build on the achievements of the Partnership for Peace programme; and to pursue cooperation with the OSCE and the United Nations.

In all these spheres, the focus of follow-up actions is on practical and achievable measures to achieve specific, strategically important objectives relevant to clearly identified requirements. Alliance countries have agreed on the changes needed and have agreed to provide the resources they require. The next step is implementation. The road ahead after Prague, in all its dimensions, is thus well mapped out and leads the Alliance towards the next scheduled landmark in its transformation, when NATO leaders meet again at the Summit level in 2004. There is much to be accomplished before then.

III DOCUMENTATION

- ☐ Prague Summit Declaration
- ☐ Prague Summit Statement on Iraq
- ☐ Announcement on Enlargement
- ☐ Report on the Comprehensive Review of the Euro-Atlantic Partnership Council and Partnership for Peace
- ☐ Partnership Action Plan Against Terrorism
- ☐ Chairman's Summary of the Meeting of the Euro-Atlantic Partnership Council at Summit Level
- ☐ Statement by NATO Secretary General Lord Robertson in his capacity as Chairman of the NATO-Russia Council meeting at the level of Foreign Ministers
- ☐ NATO-Ukraine Action Plan
- ☐ EU-NATO Declaration on ESDP

PRAGUE SUMMIT DECLARATION
issued by the Heads of State and Government participating in the meeting of the North Atlantic Council in Prague on 21 November 2002

1. We, the Heads of State and Government of the member countries of the North Atlantic Alliance, met today to enlarge our Alliance and further strengthen NATO to meet the grave new threats and profound security challenges of the 21st century. Bound by our common vision embodied in the Washington Treaty, we commit ourselves to transforming NATO with new members, new capabilities and new relationships with our partners. We are steadfast in our commitment to the transatlantic link; to NATO's fundamental security tasks including collective defence; to our shared democratic values; and to the United Nations Charter.

2. Today, we have decided to invite Bulgaria, Estonia, Latvia, Lithuania, Romania, Slovakia and Slovenia to begin accession talks to join our Alliance. We congratulate them on this historic occasion, which so fittingly takes place in Prague. The accession of these new members will strengthen security for all in the Euro-Atlantic area, and help achieve our common goal of a Europe whole and free, united in peace and by common values. NATO's door will remain open to European democracies willing and able to assume the responsibilities and obligations of membership, in accordance with Article 10 of the Washington Treaty.

3. Recalling the tragic events of 11 September 2001 and our subsequent decision to invoke Article 5 of the Washington Treaty, we have approved a comprehensive package of measures, based on NATO's Strategic Concept, to strengthen our ability to meet the challenges to the security of our forces, populations and territory, from wherever they may come. Today's decisions will provide for balanced and effective capabilities within the Alliance so that NATO can better carry out the full range of its missions and respond collectively to those challenges, including the threat posed by terrorism and by the proliferation of weapons of mass destruction and their means of delivery.

4. We underscore that our efforts to transform and adapt NATO should not be perceived as a threat by any country or organisation, but rather as a demonstration of our determination to protect our populations, territory and forces from any armed attack, including terrorist attack, directed from abroad. We are determined to deter, disrupt, defend and protect against any attacks on us, in accordance with the Washington Treaty and the Charter of the United Nations. In order to carry out the full range of its missions, NATO must be able to field forces that can move quickly to wherever they are needed, upon decision by the North Atlantic Council, to sustain operations over distance and time, including in an environment where they might be faced with nuclear, biological, chemical and radiological threats, and to achieve their objectives. Effective military forces, an essential part of our overall political strategy, are vital to safeguard the freedom and security of our populations and to contribute to peace and security in the Euro-Atlantic region. We have therefore decided to:

    a. Create a NATO Response Force (NRF) consisting of a technologically advanced, flexible, deployable, interoperable and sustainable force including land, sea, and air elements ready to move quickly to wherever needed, as decided by the Council. The NRF will also be a catalyst for focusing and promoting improvements in the Alliance's military capabilities. We gave directions for the development of a comprehensive concept for such a force, which will have its initial operational capability as soon as possible, but not later than October 2004 and its full operational capability not later than October 2006, and for a report to Defence Ministers in Spring 2003. The NRF and the related work of the EU Headline Goal should be mutually reinforcing while respecting the autonomy of both organisations.

b. Streamline NATO's military command arrangements. We have approved the Defence Ministers' report providing the outline of a leaner, more efficient, effective and deployable command structure, with a view to meeting the operational requirements for the full range of Alliance missions. It is based on the agreed Minimum Military Requirements document for the Alliance's command arrangements. The structure will enhance the transatlantic link, result in a significant reduction in headquarters and Combined Air Operations Centres, and promote the transformation of our military capabilities. There will be two strategic commands, one operational, and one functional. The strategic command for Operations, headquartered in Europe (Belgium), will be supported by two Joint Force Commands able to generate a land-based Combined Joint Task Force (CJTF) headquarters and a robust but more limited standing joint headquarters from which a sea-based CJTF headquarters capability can be drawn. There will also be land, sea and air components. The strategic command for Transformation, headquartered in the United States, and with a presence in Europe, will be responsible for the continuing transformation of military capabilities and for the promotion of interoperability of Alliance forces, in cooperation with the Allied Command Operations as appropriate. We have instructed the Council and Defence Planning Committee, taking into account the work of the NATO Military Authorities and objective military criteria, to finalise the details of the structure, including geographic locations of command structure headquarters and other elements, so that final decisions are taken by Defence Ministers in June 2003.

c. Approve the Prague Capabilities Commitment (PCC) as part of the continuing Alliance effort to improve and develop new military capabilities for modern warfare in a high threat environment. Individual Allies have made firm and specific political commitments to improve their capabilities in the areas of chemical, biological, radiological, and nuclear defence; intelligence, surveillance, and target acquisition; air-to-ground surveillance; command, control and communications; combat effectiveness, including precision guided munitions and suppression of enemy air defences; strategic air and sea lift; air-to-air refuelling; and deployable combat support and combat service support units. Our efforts to improve capabilities through the PCC and those of the European Union to enhance European capabilities through the European Capabilities Action Plan should be mutually reinforcing, while respecting the autonomy of both organisations, and in a spirit of openness.

We will implement all aspects of our Prague Capabilities Commitment as quickly as possible. We will take the necessary steps to improve capabilities in the identified areas of continuing capability shortfalls. Such steps could include multinational efforts, role specialisation and reprioritisation, noting that in many cases additional financial resources will be required, subject as appropriate to parliamentary approval. We are committed to pursuing vigorously capability improvements. We have directed the Council in Permanent Session to report on implementation to Defence Ministers.

d. Endorse the agreed military concept for defence against terrorism. The concept is part of a package of measures to strengthen NATO's capabilities in this area, which also includes improved intelligence sharing and crisis response arrangements.

Terrorism, which we categorically reject and condemn in all its forms and manifestations, poses a grave and growing threat to Alliance populations, forces and territory, as well as to international security. We are determined to combat this scourge for as long as necessary. To combat terrorism effectively, our response must be multi-faceted and comprehensive.

We are committed, in cooperation with our partners, to fully implement the Civil Emergency Planning (CEP) Action Plan for the improvement of civil preparedness against possible attacks against

the civilian population with chemical, biological or radiological (CBR) agents. We will enhance our ability to provide support, when requested, to help national authorities to deal with the consequences of terrorist attacks, including attacks with CBRN against critical infrastructure, as foreseen in the CEP Action Plan.

e. Endorse the implementation of five nuclear, biological, chemical and radiological weapons defence initiatives, which will enhance the Alliance's defence capabilities against weapons of mass destruction: a Prototype Deployable NBC Analytical Laboratory; a Prototype NBC Event Response team; a virtual Centre of Excellence for NBC Weapons Defence; a NATO Biological and Chemical Defence Stockpile; and a Disease Surveillance system. We reaffirm our commitment to augment and improve expeditiously our NBC defence capabilities.

f. Strengthen our capabilities to defend against cyber attacks.

g. Examine options for addressing the increasing missile threat to Alliance territory, forces and population centres in an effective and efficient way through an appropriate mix of political and defence efforts, along with deterrence. Today we initiated a new NATO Missile Defence feasibility study to examine options for protecting Alliance territory, forces and population centres against the full range of missile threats, which we will continue to assess. Our efforts in this regard will be consistent with the indivisibility of Allied security. We support the enhancement of the role of the WMD Centre within the International Staff to assist the work of the Alliance in tackling this threat.

We reaffirm that disarmament, arms control and non-proliferation make an essential contribution to preventing the spread and use of WMD and their means of delivery. We stress the importance of abiding by and strengthening existing multilateral non-proliferation and export control regimes and international arms control and disarmament accords.

5. Admitting Bulgaria, Estonia, Latvia, Lithuania, Romania, Slovakia and Slovenia as new members will enhance NATO's ability to face the challenges of today and tomorrow. They have demonstrated their commitment to the basic principles and values set out in the Washington Treaty, the ability to contribute to the Alliance's full range of missions including collective defence, and a firm commitment to contribute to stability and security, especially in regions of crisis and conflict. We will begin accession talks immediately with the aim of signing Accession Protocols by the end of March 2003 and completing the ratification process in time for these countries to join the Alliance at the latest at our Summit in May 2004. During the period leading up to accession, the Alliance will involve the invited countries in Alliance activities to the greatest extent possible. We pledge our continued support and assistance, including through the Membership Action Plan (MAP). We look forward to receiving the invitees' timetables for reforms, upon which further progress will be expected before and after accession in order to enhance their contribution to the Alliance.

6. We commend Albania for its significant reform progress, its constructive role in promoting regional stability, and strong support for the Alliance. We commend the former Yugoslav Republic of Macedonia* for the significant progress it has achieved in its reform process and for its strong support for Alliance operations, as well as for the important steps it has made in overcoming its internal challenges and advancing democracy, stability and ethnic reconciliation. We will continue to help both countries, including through the MAP, to achieve stability, security and prosperity, so that they can meet the obligations of membership. In this context, we have also agreed to improve our capacity to

contribute to Albania's continued reform, and to further assist defence and security sector reform in the former Yugoslav Republic of Macedonia* through the NATO presence. We encourage both countries to redouble their reform efforts. They remain under consideration for future membership.

Croatia, which has made encouraging progress on reform, will also be under consideration for future membership. Progress in this regard will depend upon Croatia's further reform efforts and compliance with all of its international obligations, including to the International Criminal Tribunal for the former Yugoslavia (ICTY).

The Membership Action Plan will remain the vehicle to keep aspirants' progress under review. Today's invitees will not be the last.

7. The Euro-Atlantic Partnership Council (EAPC) and the Partnership for Peace (PfP) have greatly enhanced security and stability throughout the Euro-Atlantic area. We have today decided to upgrade our cooperation with the EAPC/PfP countries. Our political dialogue will be strengthened, and Allies, in consultation with Partners, will, to the maximum extent possible, increase involvement of Partners, as appropriate, in the planning, conduct, and oversight of those activities and projects in which they participate and to which they contribute. We have introduced new practical mechanisms, such as Individual Partnership Action Plans, which will ensure a comprehensive, tailored and differentiated approach to the Partnership, and which allow for support to the reform efforts of Partners. We encourage Partners, including the countries of the strategically important regions of the Caucasus and Central Asia, to take advantage of these mechanisms. We welcome the resolve of Partners to undertake all efforts to combat terrorism, including through the Partnership Action Plan against Terrorism. We will also continue to further enhance interoperability and defence-related activities, which constitute the core of our partnership. Participation in the PfP and the EAPC could be broadened in the future to include the Federal Republic of Yugoslavia and Bosnia and Herzegovina once necessary progress is achieved, including full cooperation with the ICTY.

8. We welcome the significant achievements of the NATO-Russia Council since the historic NATO-Russia Summit meeting in Rome. We have deepened our relationship to the benefit of all the peoples in the Euro-Atlantic area. NATO member states and Russia are working together in the NATO-Russia Council as equal partners, making progress in areas such as peacekeeping, defence reform, WMD proliferation, search and rescue, civil emergency planning, theatre missile defence and the struggle against terrorism, towards our shared goal of a stable, peaceful and undivided Europe. In accordance with the Founding Act and the Rome Declaration, we are determined to intensify and broaden our cooperation with Russia.

9. We remain committed to strong NATO-Ukraine relations under the Charter on a Distinctive Partnership. We note Ukraine's determination to pursue full Euro-Atlantic integration, and encourage Ukraine to implement all the reforms necessary, including as regards enforcement of export controls, to achieve this objective. The new Action Plan that we are adopting with Ukraine is an important step forward; it identifies political, economic, military and other reform areas where Ukraine is committed to make further progress and where NATO will continue to assist. Continued progress in deepening and enhancing our relationship requires an unequivocal Ukrainian commitment to the values of the Euro-Atlantic community.

10. We reaffirm that security in Europe is closely linked to security and stability in the Mediterranean. We therefore decide to upgrade substantially the political and practical dimensions of our Mediterranean Dialogue as an integral part of the Alliance's cooperative approach to security. In this respect, we

encourage intensified practical cooperation and effective interaction on security matters of common concern, including terrorism-related issues, as appropriate, where NATO can provide added value. We reiterate that the Mediterranean Dialogue and other international efforts, including the EU Barcelona process, are complementary and mutually reinforcing.

11. NATO and the European Union share common strategic interests. We remain strongly committed to the decisions made at the Washington Summit and subsequent Ministerial meetings, in order to enhance NATO-EU cooperation. The success of our cooperation has been evident in our concerted efforts in the Balkans to restore peace and create the conditions for prosperous and democratic societies. Events on and since 11 September 2001 have underlined further the importance of greater transparency and cooperation between our two organisations on questions of common interest relating to security, defence, and crisis management, so that crises can be met with the most appropriate military response and effective crisis management ensured. We remain committed to making the progress needed on all the various aspects of our relationship, noting the need to find solutions satisfactory to all Allies on the issue of participation by non-EU European Allies, in order to achieve a genuine strategic partnership.

12. To further promote peace and stability in the Euro-Atlantic Area, NATO will continue to develop its fruitful and close cooperation with the OSCE, namely in the complementary areas of conflict prevention, crisis management and post-conflict rehabilitation.

13. The Alliance has played a vital role in restoring a secure environment in South-East Europe. We reaffirm our support for the territorial integrity and sovereignty of all the countries in this strategically important region. We will continue to work with our partners in SFOR and KFOR, the United Nations, the European Union, the OSCE and other international organisations, to help build a peaceful, stable and democratic South-East Europe, where all countries assume ownership of the process of reform, and are integrated in Euro-Atlantic structures. We remain determined to see that goal become reality. We expect the countries of the region: to continue to build enduring multi-ethnic democracies, root out organised crime and corruption and firmly establish the rule of law; to cooperate regionally; and to comply fully with international obligations, including by bringing to justice in The Hague all ICTY indictees. The reform progress that these countries make will determine the pace of their integration into Euro-Atlantic structures. We confirm our continued presence in the region and we stand ready to assist these countries in the region, through individual programmes of assistance, to continue their progress. In the light of continuing progress and analysis of the prevailing security and political environment, we will explore options for a further rationalisation and force restructuring, taking into account a regional approach. We welcome the successful conclusion of operation *Amber Fox* in the former Yugoslav Republic of Macedonia*. We have agreed to maintain a NATO presence from 15 December for a limited period to contribute to continuing stability, which we will review in the light of the evolving situation. We note the EU's expressed readiness to take over the military operation in the former Yugoslav Republic of Macedonia* under appropriate conditions.

14. NATO member countries have responded to the call of the UN Security Council to assist the Afghan government in restoring security in Kabul and its surroundings. Their forces constitute the backbone of the International Security Assistance Force (ISAF) in Afghanistan. We commend the United Kingdom and Turkey for their successive contributions as ISAF lead nations, and welcome the willingness of Germany and the Netherlands jointly to succeed them. NATO has agreed to provide support in selected areas for the next ISAF lead nations, showing our continued commitment. However, the responsibility for providing security and law and order throughout Afghanistan resides with the Afghans themselves.

15. We remain committed to the CFE Treaty and reaffirm our attachment to the early entry into force of the Adapted Treaty. The CFE regime provides a fundamental contribution to a more secure and integrated Europe. We welcome the approach of those non-CFE countries, which have stated their intention to request accession to the Adapted CFE Treaty upon its entry into force. Their accession would provide an important additional contribution to European stability and security. We welcome the significant results of Russia's effort to reduce forces in the Treaty's Article V area to agreed levels. We urge swift fulfilment of the outstanding Istanbul commitments on Georgia and Moldova, which will create the conditions for Allies and other States Parties to move forward on ratification of the Adapted CFE Treaty.

16. As NATO transforms, we have endorsed a package of measures to improve the efficiency and effectiveness of the headquarters organisation. The NATO+ Initiative on human resources issues complements this effort. We are committed to continuing to provide, individually and collectively, the resources that are necessary to allow our Alliance to perform the tasks that we demand of it.

17. We welcome the role of the NATO Parliamentary Assembly in complementing NATO's efforts to project stability throughout Europe. We also appreciate the contribution made by the Atlantic Treaty Association in promoting better understanding of the Alliance and its objectives among our publics.

18. We express our deep appreciation for the gracious hospitality extended to us by the Government of the Czech Republic.

19. Our Summit demonstrates that European and North American Allies, already united by history and common values, will remain a community determined and able to defend our territory, populations and forces against all threats and challenges. For over fifty years, NATO has defended peace, democracy and security in the Euro-Atlantic area. The commitments we have undertaken here in Prague will ensure that the Alliance continues to play that vital role into the future.

PRAGUE SUMMIT STATEMENT ON IRAQ
issued by the Heads of State and Government participating in the meeting of the North Atlantic Council in Prague on 21 November 2002

We, the 19 Heads of State and Government of NATO, meeting in Prague, have expressed our serious concern about terrorism and the proliferation of weapons of mass destruction.

Concerning Iraq, we pledge our full support for the implementation of UN Security Council Resolution 1441 and call on Iraq to comply fully and immediately with this and all relevant UN Security Council resolutions.

We deplore Iraq's failure to comply fully with its obligations which were imposed as a necessary step to restore international peace and security and we recall that the Security Council has decided in its resolution to afford Iraq a final opportunity to comply with its disarmament obligations under relevant resolutions of the Council.

NATO Allies stand united in their commitment to take effective action to assist and support the efforts of the UN to ensure full and immediate compliance by Iraq, without conditions or restrictions, with UNSCR 1441. We recall that the Security Council in this resolution has warned Iraq that it will face serious consequences as a result of its continued violation of its obligations.

ANNOUNCEMENT ON ENLARGEMENT
by NATO Secretary General, Lord Robertson 21 November 2002

"From its inception, NATO has never been an exclusive organisation. From 12 original countries, we enlarged successively to 14, 15, 16 and then, in 1999, to 19.

NATO's door is still open. In 1999, NATO leaders set up a Membership Action Plan to assist countries across Europe to prepare for eventual membership. Aspirant countries have been working hard to modernise and reform their armed forces, and to meet NATO's very high standards on values, the rule of law and robust democratic institutions.

All aspirants have been faced with tough and difficult decisions. It is a reflection of their political determination to join NATO that they have met this challenge.

In June last year, NATO leaders announced their intention to issue further invitations to join the Alliance.

Since then, we have been working to ensure that NATO itself is ready to enlarge. As a result of a comprehensive internal reform process, an organisation designed originally for 12 members will be ready to operate as effectively with over twice that number.

We can therefore say with complete confidence that this round of enlargement will maintain and increase NATO's strength, cohesion and vitality, and that it is not directed against the security interests of any partner state.

You have recently received a comprehensive report on the enlargement process. Today, we decide on further invitations to countries to begin Accession Talks.

This is a crucially important decision where consensus among Allies has emerged gradually over the last few months. I believe that consensus has now been reached. I therefore put to the Heads of State and Government of NATO that they agree that we invite to Accession Talks with NATO the following nations: Bulgaria, Estonia, Latvia, Lithuania, Romania, Slovakia and Slovenia. I take it that this is agreed – the Council has so decided.

Having reached this momentous decision, I would now like to give the floor to the members of the NAC at Heads of State and Government level."

REPORT ON THE COMPREHENSIVE REVIEW OF THE EURO-ATLANTIC PARTNERSHIP COUNCIL AND PARTNERSHIP FOR PEACE
21 November 2002

BACKGROUND

1. In accordance with NATO's Strategic Concept, through outreach and openness, the Alliance seeks to preserve peace, support and promote democracy, contribute to prosperity and progress, and foster genuine Partnership with and among all democratic Euro-Atlantic countries. This aims at enhancing the security of all, excludes nobody, and helps to overcome divisions and disagreements that could lead to instability and conflict. The Euro-Atlantic Partnership Council is the overarching framework for all aspects of NATO's cooperation with its Partners. Partnership for Peace is the principal mechanism for forging practical security links between the Alliance and its Partners and for enhancing interoperability between Partners and NATO.

2. NATO Ministers in their meetings in Reykjavik and Brussels in May/June 2002 stated that they looked forward to a new, more substantive relationship with Partners, which intensifies cooperation in responding to new security challenges, including terrorism. Ministers tasked the Council in Permanent Session to continue reviewing NATO's Partnerships, with a view to presenting the Heads of State and Government at Prague with concrete proposals for further developing the Euro-Atlantic Partnership Council (EAPC) and Partnership for Peace (PfP) to better serve Allies and Partners in addressing the challenges of the 21st century.

3. In undertaking this review, Allies and Partners have recognised the continuing validity of the PfP Framework Document and the EAPC Basic Document. They have reconfirmed their joint commitment to strengthen and extend peace and stability in the Euro-Atlantic area, on the basis of the shared values and principles which underlie their cooperation. They have reaffirmed their commitment to Euro-Atlantic Partnership and their determination to further build on the success of EAPC and PfP across all areas of consultation and cooperation. Allies and Partners remain committed to relevant decisions of the Madrid and Washington Summits and will continue efforts to fully implement them. In this context, they stress the continued crucial role of interoperability of Allied and Partner forces as prerequisite of further successful cooperation in responding to crises.

4. Building on the distinctive roles of the EAPC and PfP the particular aim of the review was to ensure that the EAPC and PfP:

    • contribute to international stability by providing interested Partners with systematic advice on, and assistance in, the defence and security-related aspects of their domestic reform process; where possible support larger policy and institutional reforms;
    • help create favourable external conditions for domestic reform by appropriate forms of political dialogue and cooperation;
    • contribute to international security by preparing interested Partners for, and engaging in, NATO-led operations and activities, including those related to the response to terrorism;
    • continue to support, for interested Partners, NATO's open door policy as reflected in the 1994 PfP Invitation document.

5. To reach this aim, the review was conducted with a view to:

    • addressing effectively the diversity of Allies' interests and Partners' needs;
    • adapting forms of consultation and cooperation to ensure that they respond to the new security challenges;

- further enhancing interoperability between Partner forces and those of the Alliance;
- rationalising and harmonising the relationship between EAPC and PfP;
- improving the management and organisation of the EAPC and PfP process.

PROPOSED INNOVATIONS AND ADAPTATIONS

5.1   Enhancing Political and Security-Related Consultations

- Allies and Partners will strive to ensure that EAPC discussions focus to a greater degree on shared NATO and Partner political priorities and key security concerns. Allies will make efforts to inform Partners and/or seek their views at early stages of Alliance discussions on issues of importance to Partners' political and security interests.

- Allies will welcome requests by Partners for political consultations with the Alliance, individually or in smaller groups, on issues of particular political and security importance to them. Relevant decisions will be made on a case-by-case basis. Such consultations could be held at different levels, with Nations and/or the International Staff. They may but do not have to lead to more systematic political relationships.

- On a case-by-case basis and when appropriate, Allies may decide to invite individual Partners to participate in their deliberations on issues of particular relevance to those Partners, or on such issues where Partners' views would be of particular significance to Allies.

5.2   Further Enhancing Interoperability

- Since PfP's inception in 1994 interoperability has been a core element in NATO's cooperation with Partners. The PfP Planning and Review Process (PARP), which was introduced in 1994 and considerably strengthened in 1997, is one of the most important vehicles for development of interoperability. PARP has made it possible to launch the NATO-led PfP operations in the Balkans, which has benefited from the substantial contributions from Partners. At the same time PARP has become a useful planning tool for participating Partners, having developed into a planning process very similar to NATO's defence planning process. With the Washington Summit's initiatives, PfP's operational role has been further enhanced.

   Allies and Partners :

- stress that the proven tools provided by the Washington Summit initiatives for the enhanced and more operational Partnership, in conjunction with PARP and exercises, including the most demanding ones, are crucial for further enhancing interoperability;

- agree that determined further efforts are necessary to ensure the full implementation of, and where needed increased scope for, these tools, in particular for the Operational Capabilities Concept (OCC) and the Training and Education Enhancement Programme (TEEP);

- will continue to consider developments related to interoperability in PfP in the evolution and possible adaptation of PARP.

5.3   Reflecting Broader Approach to Security in EAPC and PfP

- In consultation with Partners, Allies will:

  • review and if necessary expand the scope and contents of the PWP in order to appropriately address the new risks and challenges.

  • consider possible new measures to facilitate and harmonise operational cooperation between security structures including those beyond the responsibilities of respective MODs, according to requests by national authorities;

  • Further develop cooperation in civil emergency planning, in order to support national authorities to prepare for the protection of the civilian population from WMD incidents, terrorist attacks, technological accidents and natural disasters. This may also include work on ways to promote interoperability between relevant national capabilities.

- Allies and Partners will:

  • reflect the broader approach to security in their political consultations and other discussions in the appropriate EAPC and PfP frameworks;

  • seek complementarity of their efforts in response to new security challenges, including weapons of mass destruction (WMD) and terrorism, with those of other international organisations.

5.4   A More Cohesive and Result-Oriented Partnership: the Partnership Action Plan Mechanism

- To enhance and focus their joint efforts in support of Euro-Atlantic security, Allies and Partners will develop and implement an issue-specific, result-oriented mechanism for practical cooperation involving Allies and interested Partners. Possible areas to which such an approach could be applied include border security, capabilities for joint action, civil emergency, management of resources or environmental issues. Such a mechanism could also be applied to address pragmatically specific problems in regional context.

- Partnership Action Plan Against Terrorism will be a first effort of this kind. It will systematise and organise all forms of Partners' interaction with NATO in the response to terrorism.

5.5   More Individualised and Comprehensive Relations with Partners: The Individual Partnership Action Plan (IPAP)

- Allies are determined to continue and enhance support for, and advice to, interested Partners, in their efforts to reform and modernise their defence and security systems to meet the challenges of the 21st century. The Alliance stands ready to support larger policy and institutional reforms undertaken by Partners.

- In this context, Allies encourage Partners to seek closer relations with NATO individually and agree on Individual Partnership Action Plans which will prioritise, harmonise, and organise all aspects of NATO-Partner relationship in the EAPC and PfP frameworks, in accordance with NATO's objectives and each interested Partner's particular circumstances and interests.

- Through such plans, developed on a two-year basis, NATO will provide its focused, country-specific assistance and advice on reform objectives that interested Partners might wish to pursue in consultation with the Alliance. Intensified political dialogue on relevant issues may constitute an integral part of an IPAP process.

- IPAP would not replace the IPP nor affect a Partner's participation in PARP. The IPP and its related database, modified as necessary, could be a subset of IPAP and continue to serve as a key instrument in organising Partner's participation in PfP. For nations not opting for an IPAP, the process for the IPP would remain unchanged.

5.6   Increasing the Contribution of Partnership to Security and Stability at Sub-Regional Level

- Allies and Partners will continue and enhance their efforts to ensure security and stability in the Balkans. They will promote and support regional cooperation, building on the experience of NATO's South-Eastern Europe Initiative (SEEI), SEEGROUP, and other regional efforts.

- Allies, in consultation and cooperation with interested Partners, and taking account of experience developed in South-Eastern Europe, will support regional cooperation in Central Asia and the Caucasus.

- For this purpose, they will be ready to designate experts or NATO facilitator(s) to help identify areas of common interest and support practical cooperation endeavours.

- Allies and Partners will seek application of the Partnership Action Plan mechanisms to address regional problems.

- Allies will encourage, in line with the overall aim of promoting interoperability in preparation for specific operations, the establishment of multinational formations between Partners, and between Partners and Allies, and the further development of existing arrangements in this regard.

- Allies will consider how NATO military headquarters at all relevant levels, could best support re-gional cooperation efforts in the Euro-Atlantic area.

5.7   Increasing the Association of Partners with NATO Decision Making Process in Specific Areas

- Allies, in consultation with Partners, will continue efforts to ensure, and to the maximum extent possible increase, involvement of Partners, as appropriate, in the planning, conduct and oversight of those activities and projects which they participate in and contribute to.

- To this end, they will:

- Within the scope of the PMF,

    • consider, in general, the scope for further improvements in practising to the full the PMF provi-sions to involve contributing Partners as early as possible in the preparation of decisions relat-ing to NATO-led operations in which they participate.

• explore, in this context, possibilities for an appropriate involvement of Partners in assessments of relevant aspects of the terrorist threat.

- In addition, examine where it would be appropriate to apply underlying principles and the spirit of the Political-Military Framework for NATO-led PfP Operations (PMF) to other specific Partnership-related activities and projects in which they participate or to which they contribute. Areas for consideration could include: PfP exercises, including PfP aspects of NATO/PfP exercise policy and programming as well as exercise development; and implementation of PfP Trust Funds.

- Also examine how the involvement of participating Partners could, where appropriate, be enabled or further enhanced in the following areas, by pragmatic arrangements building on existing procedures:

  • in the development and implementation of Partnership Action Plans, such as for enhancing specific capabilities critical for defence against terrorist attacks;

  • in developing and agreeing Individual Partnership Action Plans ;

  • in the broader context of interoperability in PfP, PARP, and related work in the field of standardisation, including relevant aspects of NBC defence issues;

  • in Civil Emergency Planning (CEP).

5.8. Improving Liaison Arrangements between NATO and Partner Capitals

- Allies will consider ways to improve liaison arrangements between NATO and Partner capitals in order to make NATO expertise and guidance better available to countries in Central Asia and the Caucasus, and with the aim of better supporting development and implementation of cooperation and information activities and programmes under EAPC and PfP.

5.9. Promoting Closer Routine Working Relationships between Military Structures as well as between Civil/Military Structures

- NATO and/or Allies will seek more formalised functional working relationships/liaison arrangements with Partners, for military units and headquarters, drawing on provisions already foreseen in the framework of the Operational Capabilities Concept (OCC). These could include:

  • "Twinning" of Allied and Partner units and also between units of Partner countries, that are likely to cooperate in NATO-led crisis response operations; in particular arrangements for close co-operation and liaison should be established between forces specialised for employment in asymmetric environments;

  • Promoting, further enhancing and formalising working relationships already developed over time during exercises or operations between all levels of NATO Commands and Allied multi-national force headquarters with Partner forces and headquarters ("affiliation"), including attachment of Partner personnel to appropriate multi-national headquarters of the NATO Force Structure;

- Based on existing liaison arrangements at the level of NATO Strategic Commands, expanding the scope of temporary assignments of Partner liaison personnel at subordinate levels of the NATO Command Structure to a more formalised approach, based on practical cooperation requirements.

- Allies, in consultation with Partners, will review existing PfP concepts and structures (including for the Partnership Coordination Cell (PCC), PfP Staff Elements (PSE) and PfP Training Centres) with the aim of making use of their full potential to involve Partners more closely, more directly and on a more regular basis in PfP related activities with NATO and Allied nations. This should include consideration of improving existing mechanisms for stocktaking, analysis and dissemination of lessons learned from NATO/PfP exercises.

- Allies and Partners will promote the establishment of routine working relationship, similar to those between military structures, also between relevant civil/military structures.

5.10   Offering Increased Opportunities for Civilian Partner Personnel in NATO Structures

- Allies will:

  - review the PfP Internship Programme with the aim of extending the scope for intern positions in other areas of the NATO/PfP work, increasing the number of slots offered and extending the internship time as appropriate;

  - examine the utility, feasibility, and potential consequences of a concept of civilian "Integrated PfP Staffs."

5.11   Improving Funding Arrangements

- Allies will examine the PfP Funding Policy with a view to increasing flexibility in responding to Partners' individual requests for subsidies, allowing for adequate funding for participation in Partnership activities and ensuring coherence between Partners' funding requests and their Partnership objectives.

- The PfP Trust Fund policy has been revised to extend the mechanism to assist Partners in managing the consequences of defence reform. This may include, but is not limited to, projects promoting civil and democratic reform of the armed forces, retraining of military personnel, base conversion, and promoting effective defence planning and budgeting under democratic control. All initiatives will be run on a project basis.

- Allies will review the NATO policy on NSIP funding for PfP projects with a view to its fuller application, including to projects related to response to terrorism.

5.12   Improving the Organisation and Management of Partnership Work

- A notion of a "Euro-Atlantic Partnership", encompassing both EAPC and PfP, highlights the coherent nature of NATO's relationship with its Partners. Such a comprehensive approach will help to improve the procedures to steer and guide Partnership work efficiently and in a coherent way across the full spectrum of areas of cooperation under the EAPC and PfP frameworks.

- Allies will examine ways to harmonise and enhance NATO committee support for EAPC and PfP with a view to providing continuous and coherent political guidance on NATO's objectives and policies for the Euro-Atlantic Partnership.

- Allies and Partners will enhance the role of the PMSC Clearing House in the context of bilateral assistance and the coordination of efforts on key PfP issues; and promote exchange of information with other International Organisations, in particular EU and OSCE, and with NGOs, on relevant concepts/programmes, to seek synergy in providing assistance. In this context, the idea of "mentoring Partnerships" (involving at least one NATO member and one Partner) as already practised for PfP Trust Funds will be further developed, with the aim of providing lead roles for Partner nations in specific functional or thematic areas.

- Allies and Partners will consider how to further improve the structure, organisation and conduct of EAPC meetings at all levels, and to adapt other aspects of the EAPC and PfP processes to ensure most efficient, coherent and coordinated support for the new, more substantive relationship between NATO and its Partners.

RESOURCE IMPLICATIONS

6. To ensure credibility of NATO commitments, efficiency of efforts, and the consistency of these efforts with NATO political priorities, continuous, careful and full consideration will be given to financial and human resource implications of any of the proposed changes to EAPC/PfP policies, activities and forms of cooperation, at every stage of their development and implementation.

RECOMMENDATIONS

7. Heads of State and Governments are invited

- to endorse this report;

- to task the Council in Permanent Session to provide further guidance to the appropriate NATO committees as necessary to ensure that the proposals for the adaptation of the EAPC and the Partnership for Peace be further developed and implemented, and

- to task the Council in Permanent Session to keep Foreign and Defence Ministers informed of progress and to provide a full report on the implementation of the Prague Summit decisions at their Autumn 2003 meetings.

PARTNERSHIP ACTION PLAN AGAINST TERRORISM
21 November 2002

PREAMBLE

1.   On 12 September 2001, the Member States of the Euro-Atlantic Partnership Council (EAPC) con-
        demned unconditionally the terrorist attacks on the United States of America on 11 September
        2001, and pledged to undertake all efforts to combat the scourge of terrorism.

2.   Building on this commitment, member States of the Euro-Atlantic Partnership Council (hereinafter
        referred to as EAPC States) hereby endorse this Partnership Action Plan against Terrorism with a
        view to fulfilling their obligations under international law with respect to combating terrorism, mind-
        ful that the struggle against terrorism requires joint and comprehensive efforts of the international
        community, and resolved to contribute effectively to these efforts building on their successful co-
        operation to date in the EAPC framework.

3.   EAPC States will make all efforts within their power to prevent and suppress terrorism in all its
        forms and manifestations, in accordance with the universally recognised norms and principles of
        international law, the United Nations Charter, and the United Nations Security Council Resolution
        1373. In this context, they will in particular "find ways of intensifying and accelerating the exchange
        of operational information, especially regarding actions or movements of terrorist persons or net-
        works" and ″emphasise the need to enhance coordination of efforts on national, sub-regional,
        regional and international levels in order to strengthen a global response to this serious challenge
        and threat to international security."

4.   EAPC States are committed to the protection and promotion of fundamental freedoms and human
        rights, as well as the rule of law, in combating terrorism.

5.   EAPC States reaffirm their determination to sign, ratify and implement the relevant United Nations
        conventions related to the fight against terrorism.

6.   EAPC States will cooperate in the fight against terrorism in the EAPC framework in accordance
        with the specific character of their security and defence policies and the EAPC/PfP principles of
        inclusiveness and self-differentiation. They will seek complementarity of their efforts in this frame-
        work with those undertaken by relevant international institutions.

OBJECTIVES

7.   EAPC States cooperate across a spectrum of areas in the Euro-Atlantic Partnership Council and
        Partnership for Peace that have relevance to the fight against terrorism. These include *inter alia*
        political consultations; operations; issues of military interoperability; defence and force planning
        and defence reform; consequence management, including civil emergency planning; air defence
        and airspace management; armaments cooperation; border control and security; suppression of
        financing of terrorism; prevention of arms and explosives smuggling; science; and arms control
        and non-proliferation. EAPC States stress that arms control and non-proliferation make an essen-
        tial contribution to the global combat against terrorism, in particular by helping prevent the use of
        WMD. EAPC States stress in this context the importance of abiding by, and ensuring the effective
        implementation of existing multilateral instruments.

8.   Through the Partnership Action Plan, EAPC States will identify, organise, systematise ongoing and new EAPC/PfP activities, which are of particular relevance to the international fight against terrorism.

9.   The principal objectives of the Partnership Action Plan against Terrorism are to:

- Reconfirm the determination of EAPC States to create an environment unfavourable to the development and expansion of terrorism, building on their shared democratic values, and to assist each other and others in this endeavour.

- Underscore the determination of EAPC States to act against terrorism in all its forms and manifestations and their willingness to cooperate in preventing and defending against terrorist attacks and dealing with their consequences.

- Provide interested Partners with increased opportunities for contributing to and supporting, consistent with the specific character of their security and defence policies, NATO's efforts in the fight against terrorism.

- Promote and facilitate cooperation among the EAPC States in the fight against terrorism, through political consultation, and practical programmes under EAPC and the Partnership for Peace.

- Upon request, provide assistance to EAPC States in dealing with the risks and consequences of terrorist attacks, including on their economic and other critical infrastructure.

MECHANISMS

10.   The Partnership Action Plan against Terrorism is launched under the authority of the North Atlantic Council after consultation with Partners in the EAPC.

11.   The Partnership Action Plan against Terrorism is the first issue-specific, result-oriented mechanism for practical cooperation involving Allies and interested Partners, as foreseen in the Consolidated Report on the Comprehensive Review of the Euro-Atlantic Partnership Council and the Partnership for Peace.

12.   This Action Plan will be implemented through EAPC/PfP mechanisms in accordance with the principles of inclusiveness and self-differentiation, and reflected in the Individual Partnership Programmes (IPP) or Individual Partnership Action Plan (IPAP) between NATO and Partners.

13.   The North Atlantic Council, in consultation with Partners, will assess on a regular basis the progress in the implementation of the Partnership Action Plan against Terrorism and will review its contents, taking into consideration possible new challenges and circumstances in the international fight against terrorism.

14.   The activities listed in the Partnership Action Plan against Terrorism will not prejudice other initiatives EAPC States may pursue in combating terrorism. EAPC States will continue to promote regional cooperation initiatives to combat terrorism and address new security threats and seek complementarity of these initiatives with efforts undertaken in the EAPC framework.

15.   The participation of Mediterranean Dialogue Partners and other states in the activities foreseen in the Partnership Action Plan against Terrorism such as workshops, seminars and other activities may be considered on a case by case basis.

ACTION PLAN

16.   The specific action items under this Partnership Action Plan against Terrorism are listed below; other items may be added later. Implementation of these activities will be subject to applicable national laws and regulations, the specific character of security and defence policies of EAPC States and the principles of inclusiveness and self-differentiation.

16.1.   Intensify Consultations and Information Sharing

16.1.1. Political consultations. Allies and Partners will consult regularly on their shared security concerns related to terrorism. Allies will make efforts to inform Partners about, and/or seek their views on, issues related to the international fight against terrorism, beginning from the early stages of Alliance discussions. Partners may seek, in accordance with agreed procedures, direct political consultations with NATO, individually or in smaller groups, on their concerns related to terrorism. The consultations and discussions will reflect key security concerns of Allies and Partners, if relevant to the fight against terrorism.

16.1.2. Information sharing. EAPC States will intensify their efforts to share information and views related to terrorism, both in EAPC meetings and in seminars and workshops held under EAPC/PfP auspices. Lead nations may be invited to organise such events. EAPC States note the establishment of an EAPC/PfP Intelligence Liaison Unit (EAPC/PfP ILU). They will promote, in accordance with their domestic laws, exchange of intelligence relevant to terrorist threats.

16.1.3. Armaments information sharing. EAPC States will share information on equipment development and procurement activities which improve their national capabilities to combat terrorism, in the appropriate groups under the Conference of National Armaments Directors (CNAD).

16.1.4. Scientific Cooperation in identifying and mitigating new threats and challenges to security. States in the EAPC Committee on the Challenges of Modern Society (CCMS) will exchange information within networks of national experts dealing with selected priority topics related to the prevention and mitigation of societal disruption. Both Partner and Allied experts will participate in these co-operative activities. Close contacts with other NATO bodies and international organisations, as well as the PfP Consortium of Defence Academies and Security Studies Institutes, will be maintained to seek complementarity of effort, identify critical gaps and to launch cooperative projects.

16.1.5. Civil Emergency Planning. EAPC States will share related information and actively participate in Civil Emergency Planning to assess risks and reduce vulnerability of the civil population to terrorism and WMD. This will include active participation in crisis management procedures.

16.2.   Enhance Preparedness for Combating Terrorism

16.2.1. Defence and security sector reform. Partners will intensify their efforts to develop efficient, democratically controlled, properly-structured and well-equipped forces able to contribute to combat terrorism.

16.2.2. Force planning. Partners involved in the Partnership for Peace Planning and Review Process (PARP) will give priority, among others, to Partnership Goals aimed at improving their capabilities to participate in activities against terrorism. Such Partnership Goals will be identified within PARP and will also be communicated to Partners not participating in the PARP process – for information and to encourage equivalent efforts by non-PARP countries.

16.2.3. Air Defence and Air Traffic Management. Allies and Partners will cooperate in efforts undertaken by the NATO Air Defence Committee on air defence / air policing capability improvements and by the NATO Air Traffic Management Committee on civil-military Air Traffic Control co-ordination procedures' improvements in response to the new situation. They will contribute, based on national decisions, to the development of Air Situation Data exchange between Allies and Partners.

16.2.4. Information exchange about forces. EAPC States may consider to exchange information regarding forces responsible for counter-terrorism operations and facilitate contacts among them as appropriate.

16.2.5. Training and exercises. Partners will be invited to participate in training opportunities and exercises related to terrorism to be coordinated by SACEUR/SACLANT. To the extent possible, the Partnership Work Programme will provide more anti-terrorism related opportunities and activities in the field of training and exercises. Exercises will also be used to share experiences in the fight against terrorism.

16.2.6. Armaments cooperation. EAPC States will make use of NATO armaments cooperation mechanisms under CNAD, as appropriate, to develop common, or as a minimum interoperable equipment solutions to meet the requirements of activities against terrorism.

16.2.7. Logistics cooperation. EAPC States will make use of NATO Logistics cooperation mechanisms under the Senior NATO Logisticians' Conference, as appropriate, to develop arrangements to provide effective and efficient support to activities against terrorism, including Host Nation Support.

16.3.   Impede Support for Terrorist Groups

16.3.1. Border control. EAPC States will, through their bodies responsible for border control, enhance their efforts to prevent illicit movement of personnel and material across international borders. They will support assistance efforts in this area undertaken through Partnership for Peace. In this context, regional and international cooperation among them will be further encouraged.

16.3.2. Economic dimension. EAPC States will exchange information and views in the EAPC Economic Committee on the economic aspects of the international fight against terrorism, in particular on regulatory provisions barring the financing of terrorist activity and methods and sources of finance for terrorist groups.

16.3.3. Arms Control. EAPC States will continue their cooperation in the field of arms control and will consult on measures of effective control of weapons of mass destruction devices and safe disposal of Weapons of Mass Destruction (WMD) related substances and materials. They will also support the ongoing efforts to achieve an International Code of Conduct against Ballistic Missile Proliferation before the end of 2002.

16.3.4. <u>Small Arms and Light Weapons.</u> EAPC States will continue their exchange of information through the EAPC Ad-Hoc Group on Small Arms and Light Weapons on illicit trafficking in small arms, munitions, explosives, materials and technology capable of being used to support terrorism.

16.4.   <u>Enhance Capabilities to Contribute to Consequence Management</u>

16.4.1. <u>WMD-related terrorism.</u> Partners will be invited to support and participate in NATO-led activities to enhance capabilities against WMD-related terrorism, and to share appropriate information and experience in this field according to procedures to be agreed.

16.4.2. <u>Enhance cooperation in Civil-Emergency Planning</u> EAPC States will continue their cooperation in enhancing civil preparedness for possible terrorist attacks with WMD, including Chemical-Biological-Radiological-Nuclear weapons, by continuing to implement the Civil Emergency Planning Action Plan endorsed by the Senior Civil Emergency Planning Committee (SCEPC)/EAPC on 26 November 2001 and updated on 25 June 2002. In particular, Partners associate themselves with the efforts being undertaken within the SCEPC and its Planning Boards and Committees to work on all possible options to provide support, when requested, to national authorities against the effects of any terrorist attack, taking into account the proposals endorsed by Alliance Foreign Ministers at their meeting in Reykjavik. This includes specifically:

- <u>cooperation between civil and military authorities:</u> identification and development of opportunities for cooperation between civilians and the military, including training and expertise, as well as reciprocal support.

- <u>rapid response:</u> an examination of how national rapid response capabilities could enhance the ability of EAPC States to respond, upon request by a stricken nation, to the consequences, for the civilian population, of WMD use, and how civilian expertise could contribute in this regard; and working with the SCEPC on ways to promote interoperability between those capabilities, and also on other possible measures, so that all options for EAPC States to respond either nationally or jointly remain available.

- <u>general guidelines:</u> non-binding general guidelines or minimum standards as regards planning, training, procedures and equipment that EAPC States could, on a voluntary basis, draw on.

- <u>capabilities inventory</u>: further development and refinement of the Inventory of National Capabilities in order to maximise its value.

- <u>warning and detection</u>: exploration, in cooperation with the NATO Military Authorities, of means to support national authorities in improving detection and warning of the population in case of WMD threats.

- <u>network of laboratories:</u> consider the establishment of a network of permanent laboratories and deployable facilities.

- <u>medical protocols:</u> support of the development of medical protocols which would improve co-ordinated response capability.

- an enhanced role for the Euro-Atlantic Disaster Response Coordination Centre: further improve-ment of EADRCC capabilities, including by the provision of national experts to ensure Allies' and Partners' ability to speedily, effectively and efficiently provide assistance to one another in case of a terrorist attack with WMD, including CBRN weapons.

- border crossing: signing up to the Model Agreement on the Facilitation of Vital Cross Border Transport Movements.

16.4.3. Military contribution to consequence management. EAPC States will consider providing informa-tion to SACEUR about military capabilities that may be available to contribute to the provision of immediate assistance to civil authorities if requested, particularly in respect of attacks using chem-ical, biological and radiological weapons.

16.4.4. Cooperation in non-classified scientific activities for reducing the impact of terrorism. States in the EAPC Science Committee will exchange scientific and technological knowledge on topics relevant to the fight against terrorism. In addition, focused cooperative activities will be conducted by ex-perts from NATO's Security-Related Civil Science and Technology Panel to provide a better basis for mitigating terrorist activities. Partners which have extensive scientific capabilities in relevant fields will work effectively with NATO scientists in developing the scientific basis for reducing the terrorist impact. The Science Committee will advise the Council and other relevant committees on scientific aspects of terrorist activities, and will coordinate closely with NATO bodies conducting classified activities (including the WMD Centre and the Research and Technology Organisation).

16.4.5. Cooperation in equipment development and procurement. EAPC States will take advantage of CNAD groups to identify equipment requirements which support consequence management, after a terrorist attack, and where appropriate, cooperate on the development and/or procurement to meet these needs. Emphasis should be on dual use technologies which support both military and civil requirements.

**16.5.	Assistance to Partners' efforts against terrorism**

16.5.1. Use of the Political Military Steering Committee (PMSC) Clearing House mechanism. Within the existing PMSC framework a focused Clearing House meeting will be devoted, as appropriate, to the specific needs of Partners related to combating terrorism.

16.5.2. Establish/contribute to PfP Trust Funds. Consistent with PfP Trust Fund Policy, EAPC States will consider the establishment of PfP Trust Funds to assist individual member states in specific efforts against terrorism, as envisaged in the Consolidated Report on the Comprehensive Review of the Euro-Atlantic Partnership Council and the Partnership for Peace. Such Trust Funds may be par-ticularly relevant to Partners from Central Asia, the Caucasus and the Balkans. These projects will be implemented as a matter of priority.

16.5.3. Mentoring programmes. EAPC States will develop mentoring programmes for specific terrorism-related issues in order to share specific experiences in combating terrorism. Exercises in the spirit of PfP will also be actively used for sharing experiences in combating terrorism.

REPORTING

17.	The Secretary General of NATO as Chairman of the Euro-Atlantic Partnership Council may report on the activities under the Partnership Action Plan against Terrorism to NATO and EAPC Foreign and Defence Ministers.

18.   The Secretary General may communicate this document to the United Nations Security Council as an initial contribution of the Partnership to the implementation of the UNSCR 1373.

1. The Heads of State and Government, or their representatives, of the 46 member states of the Euro-Atlantic Partnership Council (EAPC), met today in Prague to discuss the security challenges of the 21st century. They underlined their joint commitment to strengthen and extend peace and stability in the Euro-Atlantic area, on the basis of the shared values and principles that underlie their cooperation.

2. The EAPC Heads of State and Government recognised that Allied and Partner countries face many of the same new threats to security and expressed their determination to work together in meeting these new challenges. They reaffirmed the resolve of their states to fight the scourge of terrorism, as expressed in the EAPC statement of 12 September 2001. They stressed the importance of initiatives aimed at increasing the EAPC's contribution to the fight against terrorism. They welcomed the Partnership Action Plan against Terrorism, developed by Allies and Partners, as a concrete expression of their desire to join forces against the terrorist menace, consistent with their national policies and capabilities.

3. EAPC Heads of State and Government also reaffirmed their commitment to Euro-Atlantic Partnership and their determination to build on the success of the EAPC and Partnership for Peace (PfP) across all areas of consultation and cooperation. As NATO evolves, so should the substance and process of its cooperation with Partners. With this in view, EAPC Heads of State and Government discussed enhancing political and security-related consultations, adopting a broader approach to security in EAPC and PfP work, increasing the association of Partners with NATO's decision making process in relevant areas, and intensifying the day-to-day interaction between the Alliance and Partners at all appropriate levels and structures.

4. The EAPC Heads of State and Government received a report on the "Comprehensive Review of the Euro-Atlantic Partnership Council and Partnership for Peace," undertaken by Allies and Partners following the Spring 2002 meetings of NATO and EAPC Ministers, and fully supported the set of proposed measures. They emphasised the continued importance of the Partnership initiatives launched at the Washington Summit and reaffirmed their support for the further vigorous implementation of these initiatives. They stressed that interoperability remained a core element of PfP cooperation and should be further enhanced.

5. EAPC Heads of State and Government stressed the value of work in flexible formats, engaging those Allies and Partners most willing and able to contribute to specific projects. They noted the Partnership Action Plan mechanism proposed in the Report, which will be instrumental in this regard. They underlined that both substance and process of cooperation in the framework of EAPC and PfP should take full account of the particular and diverse needs and circumstances of individual Partners, including those in Central Asia and the Caucasus. To this end, relations between the Alliance and interested Partners needed to be more individualised and – in such context – more comprehensive. They therefore welcomed the new mechanism of Individual Partnership Action Plans, which would be available to interested Partners and instrumental in promoting more focused cooperation and in supporting democratic reform.

6. EAPC Heads of State and Government reaffirmed the commitment of the Euro-Atlantic community to peace, security and stability in the Balkans. They welcomed initiatives to further strengthen EAPC's contribution to security and stability at the sub-regional level, including in South- Eastern Europe.

7. EAPC Heads of State and Government remained determined in their commitment to a vibrant and dynamic Euro-Atlantic Partnership and to vigorous implementation of all the initiatives aiming at adapting it fully to the challenges of the 21st century.

Today, Foreign Ministers of the NATO-Russia Council:

• met to carry forward the work begun by their Heads of State and Government at the Rome Summit, and to take stock of the first six months of work in the framework of the NATO-Russia Council;

• expressed deep satisfaction at the substantial progress that has been made in implementing the Rome Declaration in all of the areas of cooperation contained therein;

• welcomed in particular progress achieved in intensifying cooperation in the following areas:

• in crisis management, where NRC Ambassadors agreed on a political framework to take work forward on future NATO-Russia peacekeeping operations, and where progress was made in the dialogue on ways to enhance border security in the Balkans;

• in the struggle against terrorism, where work is progressing on a number of assessments of specific terrorist threats to the Euro-Atlantic Area; looked forward to the NATO-Russia Conference on "The Role of the Military in Combating Terrorism" on 9 December in Moscow; and welcomed steps to meet more effectively contemporary security challenges, in particular terrorism and the proliferation of Weapons of Mass Destruction;

• in defence reform, where the October 2002 Rome Seminar has paved the way for a more fruitful dialogue within the NRC and increased cooperation in adapting military forces to meet shared security threats;

• in theatre missile defence, where an ambitious work programme has set forth a road to interoperability of Allied and Russian systems;

• in civil emergencies, where the September 2002 exercise hosted by Russia at Bogorodsk has provided an impetus for increased cooperation; and

• in non-proliferation, where work is underway for a joint assessment of global trends in the proliferation of NBC agents and their means of delivery;

• noted the assurance of NATO member states that decisions taken by the Alliance at its Summit meeting in Prague are not directed against the security interests of Russia or any other Partner state;

• reiterated the goals, principles and commitments contained in the Founding Act on Mutual Relations, Cooperation and Security, and in the Rome Declaration. Reaffirming adherence to the CFE Treaty as a cornerstone of European security, they agreed to continue to work cooperatively toward ratification by all the States Parties and entry into force of the Agreement on Adaptation of the CFE Treaty, which would permit accession by non-CFE states;

- welcomed the approach of those non-CFE countries who have stated their intention to request accession to the adapted CFE Treaty upon its entry into force, and agreed that their accession would provide an important additional contribution to European stability and security;

- agreed that in the current security environment, where NATO Allies and Russia increasingly face common threats and challenges, continued intensification of cooperation in the framework of the NRC will further enhance security throughout the Euro-Atlantic area, and to this end tasked NRC Ambassadors to develop a robust work programme for 2003, building upon the progress achieved in 2002.

As NRC Chairman I am looking forward to my visit to Moscow on 8-10 December 2002 for further discussions with the Russian leadership as an opportunity to further develop NATO-Russia cooperation.

Introduction

This Action Plan was created pursuant to the decision of the NATO-Ukraine Commission to deepen and broaden the NATO-Ukraine relationship, and reflects Ukraine's Strategy on Relations with the North Atlantic Treaty Organisation (NATO). It builds upon the Charter on a Distinctive Partnership, signed in Madrid on 9 July 1997, which remains the basic foundation of the NATO-Ukraine relationship.

The purpose of the Action Plan is to identify clearly Ukraine's strategic objectives and priorities in pursuit of its aspirations towards full integration into Euro-Atlantic security structures and to provide a strategic framework for existing and future NATO-Ukraine cooperation under the Charter. In this context it will be periodically reviewed.

The Action Plan contains jointly agreed principles and objectives. To support these principles and objectives, Annual Target Plans (ATP) will be developed, as outlined in Section V, and will include specific measures for Ukrainian and NATO-Ukraine joint action, as appropriate.

SECTION I. POLITICAL AND ECONOMIC ISSUES

1. Political and security

A. Internal Political issues

Principles

In pursuit of its goal of closer Euro-Atlantic integration, Ukraine will continue to pursue internal policies based on strengthening democracy and the rule of law, respect for human rights, the principle of separation of powers and judicial independence, democratic elections in accordance with the Organisation for Security and Cooperation in Europe (OSCE) norms, political pluralism, freedom of speech and press, respect for the rights for national and ethnic minorities, and non-discrimination on political, religious or ethnic grounds. This will include ensuring the adaptation of all relevant legislation in pursuit of these policies.

In view of Ukraine's foreign policy orientation towards European and Euro-Atlantic integration, including its stated long-term goal of NATO membership, Ukraine will continue to develop legislation based on universal principles of democracy and international law.

An important element in reforming the legal system is the participation in the conventions of the Council of Europe, which set up common standards for the European countries. Efforts are being aimed at reforming law enforcement bodies, improving mechanisms to ensure that all state and civil structures obey and adhere to the rule of law, strengthening the role of citizens' rights protection bodies.

Objectives

I.1.A.1   strengthen democratic and electoral institutions;
I.1.A.2   strengthen judicial authority and independence;

I.1.A.3   promote the continued development and strengthening of civil society, the rule of law, promoting fundamental human rights and freedoms of citizens;

I.1.A.4   ensure religious freedom;

I.1.A.5   ensure freedom of assembly;

I.1.A.6   complete administrative reform;

I.1.A.7   strengthen civilian and democratic control over the Armed Forces and the whole Security Sector;

I.1.A.8   fight corruption, money laundering and illegal economic activities, through economic, legal, organisational and law-enforcement measures; take the necessary steps to be removed from the Financial Action Task Force (FATF) non-compliance list, in particular by passing and implementing law that meets FATF standards;

I.1.A.9   ensure the balance of power between the three branches of power – legislative, executive and judiciary through constitutional and administrative reforms – and their effective cooperation.

B. Foreign and Security policy

Principles

Full integration into Euro-Atlantic security structures is Ukraine's foreign policy priority and strategic goal. In this context, future internal developments will be based on decisions aimed at preparing Ukraine to achieve its goal of integration into Euro-Atlantic structures.

Ukraine and NATO share a common vision of a united and free Europe, and a determination to combat terrorism, the proliferation of Weapons of Mass Destruction (WMD), regional instability and other security threats.

The interests of national security and the present international situation demand an essential deepening of relations between Ukraine and NATO.

Objectives

I.1.B.1   update Ukraine's foreign and security policy to reflect its goal of full Euro-Atlantic integration;

I.1.B.2   reform State security structures to reflect the Euro-Atlantic Policy of Ukraine;

I.1.B.3   be a key contributor to regional stability and security, including enhancement of Ukraine's contribution to the international cooperation on conflict settlement and peacekeeping;

I.1.B.4   sustain and enhance participation in appropriate Peacekeeping Operations;

I.1.B.5   fully observe international arms control obligations;

I.1.B.6   further develop civil-military relations;

I.1.B.7   enhance participation in the international fight against terrorism, including full implementation of all relevant United Nations Security Council resolutions and participation in measures foreseen in the Partnership Action Plan against Terrorism;

I.1.B.8   continue to take necessary internal measures to combat terrorism, including through strengthening border and export controls to combat the proliferation of WMD and their means of delivery and money laundering.

2. Economic issues

Principles

The principles of the consolidation of the market economy and OECD economic standards, the safeguarding of economic freedoms, stability and well-being through economic liberty, social justice and a responsible attitude towards the environment are crucial for the development of the Ukrainian economy. In pursuit

of its strategic goal of full integration into the Euro-Atlantic security structures, Ukraine is committed to adapting its internal legislation to Euro-Atlantic norms and practices. Ukraine will continue to strive for sustainable economic growth and a substantial rise in general living standards.

A key element of Ukraine's economic strategy is to ensure the economy's openness in conformity with World Trade Organisation's (WTO) standards. This will promote the economic security of the state and ensure the closer coordination of domestic and foreign economic policies of the State.

Ukraine's foreign economic priority is full integration into the world's economic space, and the deepening of its international economic cooperation.

Objectives

I.2.1   promote sustained economic growth, including promotion of the structural transformation of the economy to maintain a stable growth of annual GDP, low inflation, real income growth and limited budget deficit;

I.2.2   introduce a moratorium for initiation of draft laws on tax concessions;

I.2.3   meet necessary conditions to enable accession to the WTO;

I.2.4   promote economic cooperation between Ukraine and NATO and Partner countries;

I.2.5   undertake reforms in Defence Economics, to further Ukraine's goal of integration into Euro-Atlantic structures;

I.2.6   create an institutional environment that stimulates business activities, economic growth based on structural/innovative transformations, the establishment of modern social infrastructures and mechanisms of the social/market economy, while maintaining an adequate social safety net;

I.2.7   implement economic and structural reforms, taking into consideration recommendations of the World Bank, the International Monetary Fund (IMF) and other international institutions, including actions to advance privatisation, combat corruption, and increase transparency in government procurement;

I.2.8   enhance the process of land reform;

I.2.9   guarantee the economic rights and freedoms of citizens in all forms, inter alia, by strengthening the protection of intellectual property rights;

I.2.10   create the necessary preconditions for the establishment of a middle class;

I.2.11   limit the gap in real incomes between high and low income population, and strive towards the elimination of poverty;

I.2.12   improve security of its energy supply.

3. Information issues

Principles

The principles of freedom of speech and press, and the free flow of information are cornerstones for the establishment of a democratic state and a society governed by the rule of law. Provisions in the Ukrainian constitution on freedom of speech and information conform to Article 19 of the Universal Declaration of Human Rights, and Article 10 of the Convention for the Protection of Human Rights and Fundamental Freedoms.

Ukraine supports Resolution 59 (1) of the UN General Assembly, which states that freedom of information is a basic human right and a criteria for all other freedoms.

Although relevant legislation contains important provisions for the freedom of speech and information, Ukraine is committed to improving the general and legal environment in which the media operate, and to reinforcing freedom of expression and the unimpeded activities of mass media. On this matter, Ukraine's close cooperation with relevant international organisations, in particular the Council of Europe and the OSCE is essential.

Objectives

I.3.1   Improve and ensure the implementation of guarantees to the freedom of thought and speech, freedom of the press, free expression of opinions and convictions, and access to information;

I.3.2   ensure the free gathering, publication and broadcast of information by the media;

I.3.3   implement relevant legislation on eliminating obstacles to activities of the media;

I.3.4   further NATO-Ukraine cooperation on information issues, including the Parliamentary dimension;

I.3.5   improve public understanding of NATO through NATO-Ukraine cooperation in the field of information, including through cooperation with the NATO Information and Documentation Centre (NIDC).

SECTION II. SECURITY, DEFENCE AND MILITARY ISSUES

A. Defence and Security Sector Reform

Principles

Ukraine remains committed to carrying forward its defence and security sector reforms with the aim of restructuring and reorganising its national defence and security establishment into a democratically controlled and effective organisation able to ensure its sovereignty and territorial integrity and to contribute to peace and stability in the Euro-Atlantic area.

In taking forward these defence and security sector reforms, Ukraine seeks to adapt its structures and missions to the changing nature of security risks in the Euro-Atlantic area, to shift from the principle of "territorial circular defence of the country", and to build on the need to support both the military and non-military aspects of crisis management.

While reform efforts focused on the armed forces will continue to be a high priority, in the context of the new security risks, Ukraine is seeking to make better use of forces and means currently under the State Committee on Border Guards, the Ministry of Interior and the Ministry of Emergencies. Reform of other security forces, such as the Border Guards, will strengthen Ukraine's capabilities in preventing the illegal trafficking of drugs, radioactive and other banned substances, dual use technologies and human beings, as well as in fighting cross-border crime.

Ukraine will seek to complement its defence reforms with programmes to address the consequences and problems of defence reform, such as assistance programmes for retired and redundant personnel, base closures, safe disposal of obsolete and surplus munitions and military equipment, conversion of defence industries, and cleaning up environmental degradation.

The armed forces of Ukraine will have to undergo a thorough enhancement of their defence infrastructure, forces and capabilities to meet the challenge of the new collective security system and new ways of conducting military operations. This work should be based on a thorough restructuring of the defence industrial complex, to ensure that it is fully able to meet the challenges of a market economy and open competition, both on internal and international markets.

Objectives

II.A.1 reorganise the Armed Forces of Ukraine into a well-trained, well-equipped, more mobile and modern armed force able to cope with the challenges of security risks, to protect the territory of the State and to contribute to peacekeeping and humanitarian missions under the auspices of international organisations;

II.A.2 strengthen civil control of the Armed Forces of Ukraine and other security forces, including enhanced cooperation and oversight of Parliament and increased participation of civilians in decision-making related to security issues;

II.A.3 strengthen state structures to better reflect challenges highlighted by non-military and asymmetrical threats;

II.A.4 strengthen state interagency coordination among the MOD, Ministry of Industrial Policy, the Border Guards, the Ministry of Emergencies, and the Ministry of Interior to better respond to consequence of man-made and natural disasters, including terrorists attacks.

B. Cooperation with NATO

Principles

In the context of both defence reform and adapting to new security threats, NATO-Ukraine cooperation in the area of defence reform, defence-related areas and military cooperation are essential.

Cooperation with NATO in the military sphere is regarded as an important element of the overall NATO-Ukraine partnership. Military cooperation translates military aspects of overall political goals and planning targets into military cooperation activities for their implementation.

In this context, Ukraine will make maximum use of its civil and military cooperation programmes with NATO and NATO Allies to achieve these goals, in particular the Joint Working Group on Defence Reform (JWGDR), which is the focal point for NATO-Ukraine defence and security sector cooperation. The Planning and Review Process (PARP), and cooperation programmes in armaments, air defence and airspace management, defence research and technologies, science, civil emergency planning, logistics and standardisation, as well as military cooperation also will be essential tools for reform and cooperation. While the work done in the JWGDR sets the priorities for defence reform, cooperation in defence-related areas promotes interoperability with NATO and increases Ukraine's overall ability to be a key player in regional security.

Reform efforts and military cooperation also support Ukraine's strategic goal of Euro-Atlantic integration by gradually adopting NATO standards and practices, and enhancing interoperability between the armed forces of Ukraine and NATO forces, in particular through the implementation of Partnership Goals and participation in NATO-led crisis response operations.

Objectives

II.B.1   making maximum use of the JWGDR, increase the impact and coordination of Ukraine's coop-
eration in operational, PfP, and bilateral contexts on supporting implementation of National
Defence Reform Objectives and Partnership Goals;

II.B.2   ensure that NATO-Ukraine military cooperation continues to support Ukraine's goal to develop
the ability of its Armed Forces to support the implementation of defence reform plans;

II.B.3   increase Ukraine's contribution to NATO-led peacekeeping operations in the Balkans and
measures by Allies in the fight against terrorism;

II.B.4   develop the full interoperability, sustainability and mission effectiveness of the Armed Forces
through effective implementation of Partnership Goals;

II.B.5   improve the professional expertise of Ukrainian civilian and military cadres;

II.B.6   continue to develop and support cooperative agreements between NATO and Ukraine, such as
the Memoranda of Understanding on Host Nation Support (HNS) and Strategic Lift, and ensure
their full implementation;

II.B.7   maintain the readiness of Rapid Reaction Force units for participation in joint operations with
NATO, and training of these units to meet NATO standards;

II.B.8   achieve a required level of compatibility for the actual and future armaments and military equip-
ment and doctrine of the Armed Forces of Ukraine, which allows to have minimum interopera-
bility in order to conduct, on a case-by-case basis, tasks of common interest with NATO, and
adapt/adjust acquisition and related practices to those of NATO Allies;

II.B.9   consolidate Ukraine's role as a key player in regional responses to natural disasters and civil
emergencies; support Ukraine in improving its national integrated system of civil emergency
planning and disaster response; promote interoperability in the organisation and procedures of
disaster response operations, including through Euro-Atlantic Disaster Response Coordination
Centre (EADRCC) mechanisms;

II.B.10   improve the system of Ukraine's air traffic management, including the functioning of air traffic
services, to better react to a possible terrorist threat;

II.B.11   mitigate the damage related to the pollution of the environment as a result of conducting large-
scale military exercises, including international ones, and testing armaments and military
equipment, as well as pollution related to the stockpiling and destruction of chemical agents,
explosives, anti-personnel land mines, surplus small arms and light weapons and unsafe
munitions;

II.B.12   develop interoperability between Ukraine and NATO communication and information systems;

II.B.13   develop international collaboration between scientists from Ukraine, NATO and Partner coun-
tries and develop scientific and technological cooperation within the Science Programme.

C. Resource implications

Principles

Defence reforms will also have significant resource implications. Thus, Ukraine needs to implement re-
source management systems, which follow NATO methodology and draw on international experience in
defence budgets.

Ukraine attaches primary importance to cooperation in areas oriented towards the achievement of con-
crete practical results and that serve Ukrainian national interests and which will support defence reforms in
Ukraine.

Objectives

II.C.1   increase transparency in defence planning and budgeting procedures; transition to modern NATO defence programming, budgeting and financing principles;

II.C.2   reform financial planning and funding procedures in support of defence reform and the transformation of the Armed Forces into a professional force;

II.C.3   train personnel in resource management, budgeting and defence finance issues;

II.C.4   restructure production, procurement, financing and tendering processes in the Defence Industrial Complex, to reflect Ukraine's Euro-Atlantic orientation and goal of becoming a fully functioning market economy. This will include adaptation to NATO standards in the Defence Industrial Complex.

SECTION III. INFORMATION PROTECTION AND SECURITY

Principles

Ukraine is committed to developing and harmonising its national system of protection of classified information according to NATO criteria and standards.

Access to and protection of classified information is based on NATO requirements and Ukrainian national legislation, in particular the Security Agreement between the Government of Ukraine and NATO signed on 13 March 1995, ratified by the Verkhovna Rada of Ukraine on 12 September 2002.

Ukraine is committed to the routine exchange of relevant classified information with NATO as a prerequisite for deepened NATO-Ukraine cooperation.

Objectives

III.1   fully implement the Security Agreement between the Government of Ukraine and NATO, in particular approve and implement the "Guidelines for the Management and Protection of NATO classified information";

III.2   improve the system of mutual protection of classified information, including the activities of the Centre for registration of classified NATO documents;

III.3   establish arrangements with NATO that will allow for the exchange of classified information with NATO on military planning and reform;

III.4   upgrade state telecommunication and information systems where NATO classified information may pass, in accordance with NATO requirements and standards;

III.5   develop and implement training programs for personnel in different areas of information security.

SECTION IV. LEGAL ISSUES

Principles

Ukraine remains committed to reviewing existing domestic legislation and regulations with a view to determining compatibility with NATO rules and regulations.

Objectives

IV.1   review laws, regulations, and international agreements to simplify assistance by NATO or its Member States for all NATO-Ukraine cooperation activities, both in the governmental and non-governmental sector;

IV.2   ensure full implementation of NATO-Ukraine agreements including NATO-Ukraine Security Agreement, SOFA, MOU on Host Nation Support and planned MOU on Strategic Airlift;

IV.3   improve legislation pertaining to defence-related industrial production in Ukraine with a view to approaching NATO legal requirements/standards (property rights, protection of classified information, state guaranties for producers and contractors, conditions for foreign investment in the defence industrial complex, project finance, export control legislation and process);

IV.4   creation of a legal and organisational basis of NATO-Ukraine cooperation in the area of Armaments, Defence Research and Technologies.

SECTION V. MECHANISMS OF IMPLEMENTATION

Ukraine will present annually its draft Annual Target Plan (ATP) for achieving the principles and objectives of the Action Plan.

Within the framework of the NATO-Ukraine Commission (NUC), NATO member states will provide advice on the proposed specific measures and timelines, and the NUC will agree any joint NATO-Ukraine actions. Ukraine will then approve its ATP at the highest level, which will include joint NATO-Ukraine activities agreed by the NUC and activities Ukraine will undertake on its own.

The annual plans and programmes of all existing and new Joint Working Groups, in particular the Joint Working Group on Defence Reform (JWGDR) , the Work Plan of the Military Committee with the participation of Ukraine, as well as all working plans and programmes of all relevant NATO-Ukraine joint working bodies/groups, will continue to provide a framework and indispensable building blocks for NATO-Ukraine Cooperation with a view to furthering the achievement of individual objectives and benchmarks.

Ukraine will make full use of existing NUC and PfP mechanisms to support implementation of the objectives set out in the Action Plan. While the burden will fall primarily on Ukraine, NATO member states will continue to support reforms by providing assistance and by sharing their own assessment and experiences.

The NUC will review on an annual basis progress in achieving the objectives in the Action Plan, including through implementation of joint NATO-Ukraine activities and the activities Ukraine has undertaken on its own in the ATP. A Progress Report will be prepared by the IS/IMS, open to comments from Nations and Ukraine. There will be semi-annual and annual assessment meetings of joint PC/PMSC in NUC format prior to the annual submission of the draft Progress Report to NUC Ambassadors for notation. The report will then be submitted to NUC Foreign Ministers for notation.

EU-NATO DECLARATION ON ESDP
16 December 2002

THE EUROPEAN UNION AND THE NORTH ATLANTIC TREATY ORGANISATION,

Welcome the strategic partnership established between the European Union and NATO in crisis management, founded on our shared values, the indivisibility of our security and our determination to tackle the challenges of the new Century;

Welcome the continued important role of NATO in crisis management and conflict prevention, and reaffirm that NATO remains the foundation of the collective defence of its members;

Welcome the European Security and Defence Policy (ESDP), whose purpose is to add to the range of instruments already at the European Union's disposal for crisis management and conflict prevention in support of the Common Foreign and Security Policy, the capacity to conduct EU-led crisis management operations, including military operations where NATO as a whole is not engaged;

Reaffirm that a stronger European role will help contribute to the vitality of the Alliance, specifically in the field of crisis management;

Reaffirm their determination to strengthen their capabilities;

Declare that the relationship between the European Union and NATO will be founded on the following principles:

Partnership: ensuring that the crisis management activities of the two organisations are mutually reinforcing, while recognising that the European Union and NATO are organisations of a different nature;

Effective mutual consultation, dialogue, cooperation and transparency;

Equality and due regard for the decision-making autonomy and interests of the European Union and NATO;

Respect for the interests of the Member States of the European Union and NATO;

Respect for the principles of the Charter of the United Nations, which underlie the Treaty on European Union and the Washington Treaty, in order to provide one of the indispensable foundations for a stable Euro-Atlantic security environment, based on the commitment to the peaceful resolution of disputes, in which no country would be able to intimidate or coerce any other through the threat or use of force, and also based on respect for treaty rights and obligations as well as refraining from unilateral actions;

Coherent, transparent and mutually reinforcing development of the military capability requirements common to the two organisations;

To this end:

The European Union is ensuring the fullest possible involvement of non-EU European members of NATO within ESDP, implementing the relevant Nice arrangements, as set out in the letter from the EU High Representative on 13 December 2002;

NATO is supporting ESDP in accordance with the relevant Washington Summit decisions, and is giving the European Union, inter alia and in particular, assured access to NATO's planning capabilities, as set out in the NAC decisions on 13 December 2002;

Both organisations have recognised the need for arrangements to ensure the coherent, transparent and mutually reinforcing development of the capability requirements common to the two organisations, with a spirit of openness.

Appendix

Origins of the North Atlantic Council

NATO was created on 4 April 1949 with the signing of the North Atlantic Treaty, forming an alliance of countries committed to each other's defence. Member countries are represented by their governments at various levels, depending on the subject matter being discussed. All decisions are based on the principle of consensus among member countries and are equally binding regardless of the level at which they are taken. Heads of State and Government also meet periodically at summit level at determining moments in Alliance history in order to adapt Alliance policies to changing needs and circumstances. The presence of government leaders on such occasions signifies the importance member countries attach to the event and lends weight and visibility to their decisions. There have been 16 such meetings since the founding of the Alliance, each taking place at a crucial moment in the evolution of NATO.

The North Atlantic Treaty set out the basis on which the Alliance was to function. The Treaty itself is a remarkably short document and it established only one formal decision-making structure, namely the North Atlantic Council (NAC). The Council became responsible for creating additional structures or forums deemed necessary for its work. At its first meeting on 17 September 1949, the Council created a Defence Committee, composed of the Defence Ministers of the member countries. It was also agreed that under the Defence Committee, there should be a Military Committee consisting of Chiefs of Defence Staff, a Standing Group providing guidance to the Military Committee, and five Regional Planning Groups. In November of 1949, two further bodies were set up, namely a Defence Financial and Economic Committee, composed of Finance Ministers of member countries, and a Military Production and Supply Board reporting to the Defence Committee. Collectively, under the authority of the Council, these bodies rapidly set about the task of building a civilian and military framework for implementing the North Atlantic Treaty.

The Council itself initially decided to meet annually but to convene more frequently if circumstances so required. If any member country felt that its territorial integrity, political independence or security was under threat, the Council would meet immediately. However, it quickly became evident that occasional meetings of Foreign Ministers were not adequate to control and direct the civilian and military bodies which had been set up. A civilian body – the Council Deputies – was therefore created to carry out the Council's directives and coordinate the work of its subordinate bodies. An International Staff, financed by a common budget, was created simultaneously to prepare and follow up the work of the Council and its Deputies.

In 1952, the North Atlantic Council decided that some reorganisation was necessary and took steps to make the Council Deputies a permanent body. In order to enable it to function continuously and to exercise effective powers of decision, each government appointed a permanent representative at the level of ambassador, supported by a national delegation of advisers and experts. This basic structure, consisting of a single Council body with ultimate authority for all NATO decisions, has remained unchanged since that time. The level and nature of representation can vary, but this has no significance on the validity of the Council's decisions, which reflect the views of each government and agreement among them to implement and follow-up what has been decided.

The pattern of Council meetings that has evolved over the years, consists of regular, meetings of the Permanent Council composed of Ambassadors, taking place at least once and often several times a week; meetings at Ministerial level involving foreign and defence ministers at least every six months; and occasional meetings at the level of Heads of State and Government. Other forums meeting under NATO auspices, including the Euro-Atlantic Partnership Council (EAPC), the NATO-Russia Council (NRC), the NATO-Ukraine Commission and the Mediterranean Cooperation Group, follow a similar pattern.

The first North Atlantic Council meeting to be held at Summit level took place in December 1957 in Paris. The second and third such meetings took place in Brussels in June 1974 and May 1975. Subsequent Summits were held in London (May 1977); Washington DC (May 1978); and Bonn (June 1982). The next four meetings took place in Brussels in November 1985, March 1988, May 1989 and December 1989. In July 1990, NATO held its first Summit since the end of the Cold War, in London. Four further Summits took place – in Rome (November 1991); Brussels (January 1994); Madrid (July 1997), and Washington (April 1999), setting out the basis for the transformation of the Alliance and its adaptation to the new challenges of the post-Cold War era.

The Prague Summit of November 2002 launched a programme of far-reaching changes designed to integrate new member countries, improve operational capabilities and strengthen new partnerships. The first NATO Summit meeting to take place in a Central and Eastern European country formerly within the Warsaw Pact, the Prague Summit marks the beginning of a fundamental transformation of the Alliance to adapt it to the challenges of the 21st century.
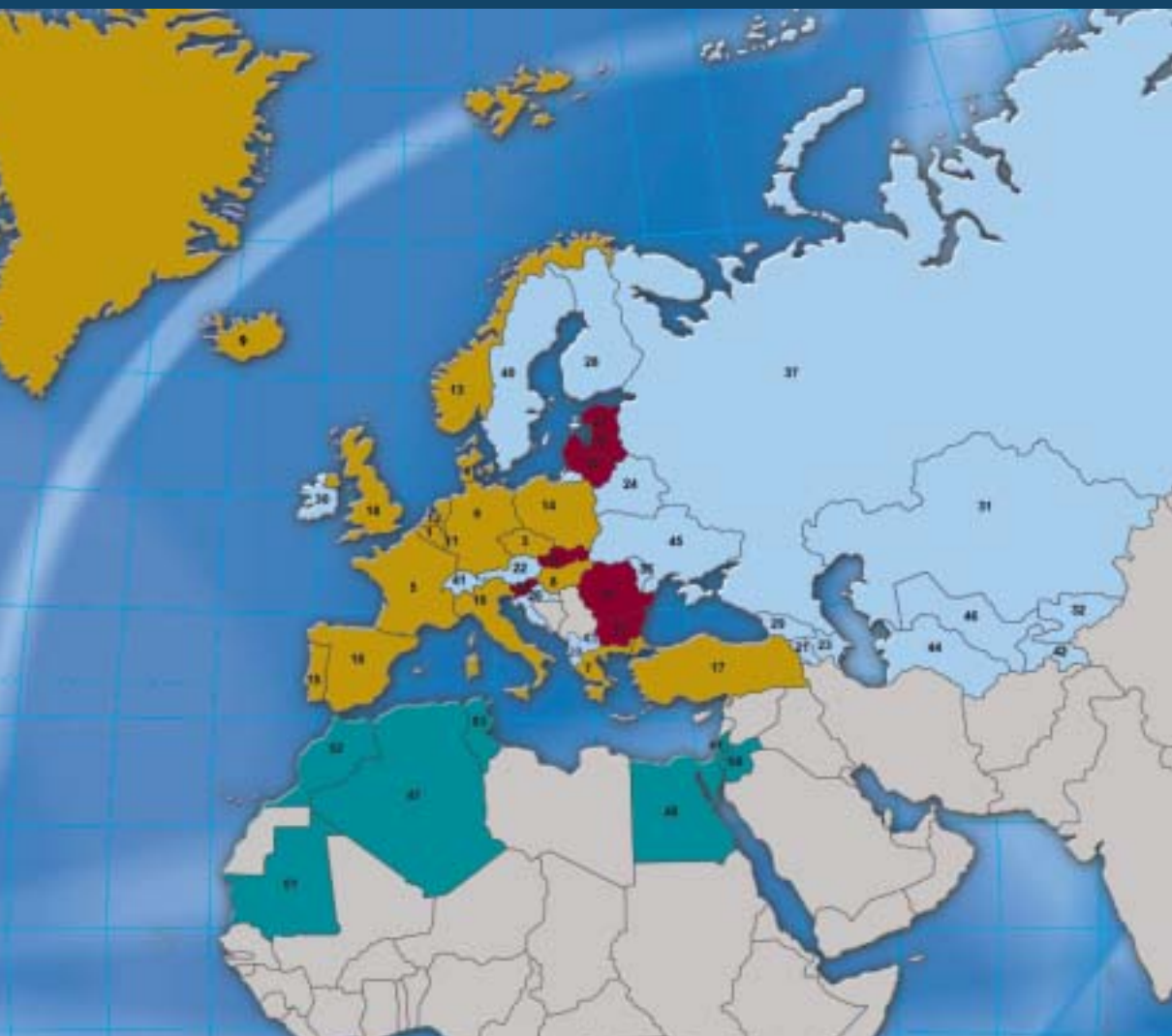
NATO INVITEES

Country* *Data based on national sources	Capital	Population (million)	GDP (billion Euros)	Defence expenditures (million Euros)	Active Troop Strength
Bulgaria (25)	Sofia	7.8	16.9	494 (2.9% GDP)	52 630
Estonia (27)	Tallin	1.4	6.8	130 (1.9% GDP)	4 783
Latvia (33)	Riga	2.3	8.8	156 (1.8% GDP)	9 526
Lithuania (34)	Vilnius	3.5	14.5	290 (2.0% GDP)	17 474
Romania (36)	Bucharest	22.3	47.9	1117 (2.3% GDP)	99 674
Slovakia (38)	Bratislava	5.4	24.9	493 (2.0% GDP)	29 071
Slovenia (39)	Ljubljana	2.0	22.4	344 (1.5% GDP)	7 927

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