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|  
OTAN

# Response to terrorism



# NATO *briefing*

Operations



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Capabilities



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Partners

## NATO and the fight against terrorism

Only a broad  
international  
coalition can address  
the challenge of  
terrorism in all its  
multiple facets

**T**he essence of NATO's role in the fight against terrorism is protecting people. Acts of terrorism are often simply acts of indiscriminate murder. Measures taken by the Alliance add considerable value to wider efforts to ensure that individuals can go about their daily lives safely, free from the threat of terrorism.

NATO offers a unique range of assets to the international community in the fight against terrorism. First, it is a permanent consultation forum that can transform discussions into collective decision. Second, it can

turn decisions into effective action, which can be backed up by an unparalleled military capability. Third, NATO is part of an impressive network of cooperative relationships with many partners.



Terrorism knows no borders and only a broad international coalition can address the challenge of terrorism in all its multiple facets: political, military, economic, legal and financial. NATO works with a range of international organizations as well as with countries that share the Allies' determination to address the threat of terrorism. Combating terrorism is a key area of cooperation under the Euro-Atlantic Partnership Council, the NATO-Russia Council and the NATO-Ukraine Commission. It is also an important element in NATO's Mediterranean Dialogue and the Istanbul Cooperation Initiative.

The Allies had already expressed concerns about the threat of terrorism in the 1999 Strategic Concept for the Alliance. However, it was the shock of the terrorist attacks in the United States on 11 September 2001 that thrust terrorism to the top of NATO's agenda. The day after the attacks, the Allies invoked for the first time the col-

lective defence provision of NATO's founding treaty (Article 5 of the Washington Treaty). Soon after, the Alliance conducted its first active military operation outside Europe, helping to guard US airspace. Allied ships were then deployed on a counter-terrorism mission in the Mediterranean. And, eventually, NATO took over the International Assistance Force in Afghanistan, the first NATO-led operation to be conducted outside the Euro-Atlantic area.

Since then, the fight against terrorism has become a core element in almost every aspect of NATO's work. Every day the Alliance addresses the challenge of terrorism. Allied soldiers are helping the Afghan government to ensure that their country never again becomes a training ground for terrorists. Allied ships patrol the Mediterranean. The Allied intelligence community is sharing vital information. Scientists from NATO member countries are working on new technologies to defend against specific terrorist threats. And experts practice drills and exchange data that can save lives when it comes to managing the consequences of potential terrorist attacks.

All NATO activities in the fight against terrorism, including its operations, are fully in line with international law, including human rights standards and humanitarian requirements. ■



# Operations

**In the wake of the September 2001 terrorist attacks, new and existing NATO-led operations have taken on a role in the fight against terrorism.**

## Patrolling US skies

To assist the United States after the 11 September attacks, NATO deployed Airborne Warning and Control Systems (AWACS) aircraft to protect the US homeland. This freed up US assets for its campaign in Afghanistan, where the Taliban regime was harbouring al-Qaida which had sponsored the terrorist attacks on the United States. Operation Eagle Assist was conducted from mid-October 2001 to mid-May 2002. Together with Operation Active Endeavour, this operation was part of a post 9/11 package of measures launched by NATO at the request of the United States.

## Mediterranean maritime counter-terrorism patrols

Since October 2001, NATO ships have been patrolling in the Mediterranean Sea, monitoring shipping to help detect, deter, defend, and protect against terrorist activity. Operation Active Endeavour demonstrates the Alliance's resolve and ability to respond to terrorism. It also contributes to keeping the Mediterranean's busy trade routes open and safe, which is key to NATO's security.

A number of NATO member countries contribute directly to the operation with naval assets. In particular, the operation relies heavily on the logistic support of the Mediterranean Allies.

In March 2003, NATO expanded Operation Active Endeavour by providing escorts through the Straits of Gibraltar to non-military ships from Alliance member states on request. In April 2003, NATO again expanded the mission and began systematically boarding suspect ships. Boardings take place with the compliance of the ships' captains and flag states in accordance with international law. In March 2004, Operation Active Endeavour was expanded to cover the entire Mediterranean.

Over the years, Operation Active Endeavour has increasingly become an information and intelligence-based operation. The level of information-sharing achieved to date between Allies, Partners and Mediterranean-rim countries provide a sound foundation upon which to build in the future.



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In the first five years of the operation, some 88 590 ships were "hailed" and 125 boarded. In addition, 488 non-combatant escorts were conducted through the Straits of Gibraltar (the practice of escorting ships through the Straits ceased by the end of 2004).

Operation Active Endeavour is attracting increasing Partner support. By December 2007, both Russia and Ukraine had twice deployed ships to participate in the operation. Other Partner countries have also offered their support to the operation, which has also become a useful tool to increase practical cooperation and interoperability among Allied and Partner forces.

Regular reports on the conduct of Operation Active Endeavour are provided to the UN Security Council. ►



## Afghanistan is a key front in the fight against terrorism

### Securing Afghanistan's future

Afghanistan is a key front in the fight against terrorism. NATO took command of the International Security Assistance Force (ISAF) in 2003. ISAF is assisting the Government of the Islamic Republic of Afghanistan in extending its authority across the country, maintaining security and helping to remove the conditions in which terrorism thrives.

NATO's long-term goal is to enable the Afghans themselves to provide security for their country and their people. ISAF supports the Afghan authorities in the development of their security structures; in the identification and fulfilling of reconstruction needs; and in training and building up the Afghan national security forces. NATO-led forces will stay in Afghanistan as long as the Afghan government deems it necessary.

ISAF's mission is mandated by the United Nations. In December 2001, a UN Security Council Resolution called for an international force to assist the newly established Afghan Transitional Authority, after the US-led Operation Enduring Freedom had ousted the Taliban regime and al-Qaida from Afghanistan. ISAF was under the command of individual Allies until NATO took over in August 2003.

ISAF's mandate has evolved progressively. In the beginning, its purpose was to secure Kabul and its surroundings. From October 2003, in a phased approach that was completed in October 2006, ISAF gradually expanded its presence into the north, west, south and east. This included taking over and establishing new civil-military Provincial Reconstruction Teams, which provide security for aid workers and assist with reconstruction work in the provinces.

By early 2008, some 43 250 NATO-led forces (including national support elements) were deployed in Afghanistan under ISAF with 40 nations contributing to the mission, including all 26 Allies. (Forces operating within Operation Enduring Freedom remain in Afghanistan, on a counter-terrorism mission separate to ISAF.)

The provision of direct support to the Afghan National Army (ANA) is one of ISAF's key military tasks. NATO assists the Afghan Government in bringing the ANA up to operational capability through the provision of Operational Mentor and Liaison Teams. These teams support training and deploy on operations in an advisory role.

Afghan national security forces are growing in strength and capability every day. In 2004, the ANA barely existed. Today, the force stands at about 50 000, many of ▶

whom are conducting operations side by side with ISAF forces and, in several cases, the ANA is leading major operations.

Beyond helping to build up Afghanistan's security forces and institutions, ISAF is also supporting developments in other areas that are crucial to securing the country's future development. This will help prevent Afghanistan from being used as a base for terrorists again.

ISAF has assisted in providing security for a number of major political milestones in Afghanistan's development. These include the historic presidential election in October 2004 and parliamentary and provincial elections in September 2005.

Afghanistan's reconstruction and development is also being supported by ISAF. Projects launched by the Provincial Reconstruction Teams are helping to rebuild schools and infirmaries, re-establish water supply and bridges and roads. Operations are also seeking to improve the security environment so that major development projects can be carried out. For example, throughout spring and summer 2007, Operation Achilles focused on securing the area around the Kajaki Dam, in northern Helmand province. Once rehabilitated, the dam will improve the water supply for local communities, restore irrigation

systems for farmlands and provide sufficient electric power for two million residents and commerce and industry.

ISAF's activities are part of international community's wider efforts to stabilize and rebuild Afghanistan. NATO and ISAF cooperate closely with other international organizations and actors. It is essential that civil and military assistance is coordinated in a comprehensive approach.

ISAF is also working to improve regional security issues with Pakistan, a key neighbour of Afghanistan that has a vital role to play in the fight against terrorism. Practical military-to-military cooperation is being developed through a tripartite commission, which includes officials from Afghanistan, Pakistan and ISAF.

### **Counter-terrorism in the Balkans**

NATO-led peacekeeping forces in Bosnia and Herzegovina and Kosovo have acted against terrorist groups with links to the al-Qaida network. They continue to contribute to the campaign against terrorism by focusing on the illegal movement of people, arms and drugs, which are often fundamental sources for terrorist financing. They also work with regional authorities on border security issues.

A European Union force became responsible for maintaining security in Bosnia and Herzegovina in December 2004, taking over from the NATO-led Stabilisation Force (SFOR). However, NATO has kept a small military headquarters in Sarajevo, which continues to have a supporting role in counterterrorism, alongside its primary mission of assisting Bosnia and Herzegovina with defence reform.

### **Providing security for major public events**

NATO assists in providing security for major public events on request. Events have included NATO, European Union and other summits, the Euro 2004 football championships, the 2004 Athens Olympic and Paralympic Games and the football World Cup in Germany in 2005.

In the case of the Athens Olympics, NATO put together a unique package of air, land and sea assets. Early warning aircraft (AWACS) monitored air traffic and a task force from NATO's multinational chemical, biological, radiological and nuclear protection battalion was deployed. Together with the Hellenic Navy and Coast Guard, Operation Active Endeavour helped ensure maritime security for the Olympic Games, conducting surveillance, presence and compliant boarding operations in international waters around the Greek peninsula. ■

# Capabilities

**A**t successive summit meetings held since 2002, Allied leaders have introduced a series of initiatives that are enhancing cooperation and adapting Alliance military capabilities to the threats of terrorism and the spread of weapons of mass destruction.

At the Prague Summit in November 2002, NATO leaders expressed their determination to deter, defend and protect their populations, territory and forces from any armed attack from abroad, including by terrorists.

They agreed on a package of terrorism-related measures, including:

- a new Military Concept for Defence against Terrorism (see box, “Guiding principles on terrorism”);

- a Partnership Action Plan on Terrorism (see page 11);
- five nuclear, biological and chemical defence initiatives: a deployable nuclear, biological and chemical analytical laboratory, a nuclear, biological and chemical event response team, a virtual centre of excellence for nuclear, biological and chemical weapons defence, a NATO biological and chemical defence stockpile, and a disease surveillance system;

- protection of civilian populations (see page 9);
- examining options for missile defence to address the increasing missile threat to Alliance territory, forces and population centres;
- cyber defence to better protect against and prepare for a possible disruption of NATO and national critical infrastructure assets, including information and communications systems; and
- improved intelligence sharing.

## Guiding principles on terrorism

Articles 4 and 5 of the NATO’s founding treaty, the 1949 Washington Treaty, form the basis for NATO’s fight against terrorism. Article 4 provides for consultation among Allies should the territorial integrity, political independence or security of any one Ally be threatened. Article 5 provides for collective defence: any attack on an Ally will be considered an attack against all Allies.

The Comprehensive Political Guidance, endorsed by Allied leaders in 2006 provides a framework and political direction for NATO’s continuing transformation. It states that

“Terrorism, increasingly global in scope and lethal in results, and the spread of weapons of mass destruction are likely to be the principal threats to the Alliance over the next 10 to 15 years. Instability due to failed or failing states, regional crises and conflicts, and their causes and effects; the growing availability of sophisticated conventional weaponry; the misuse of emerging technologies; and the disruption of the flow of vital resources are likely to be the main risks or challenges for the Alliance in that period. All of these factors can be inter-related or combined, most dangerously in the case of terrorists armed with weapons of mass destruction.”

The Military Concept for Defence underlines the Alliance’s readiness to act against terrorist attacks, or the threat of such attacks; to lead or support counter-terrorism operations; to provide assistance to national authorities in dealing with the consequences of terrorist attacks; to support operations by the European Union or other international organizations or coalitions involving Allies on a case-by-case basis; and to conduct military operations to engage terrorist groups and their capabilities, as and where required, and as decided by the North Atlantic Council. ■



In addition, they decided to create the NATO Response Force (NRF) – a multinational force made up of land, air, maritime and special forces components that can commence deployment with as little as five days’ notice and sustain itself on operations for 30 days or longer, if resupplied. The NATO Response Force is able to deploy worldwide, as and when decided by the North Atlantic Council. Possible missions range from non-combatant evacuation missions to combat operations, including counterterrorism.

At Prague, with a view to preparing the Alliance better to face new challenges, the Allies also endorsed work to streamline the Alliance Command structure and decided to enhance NATO’s capabilities

through the Prague Capabilities Commitment. They also agreed a programme of activities to counter the proliferations of weapons of mass destruction (WMD).

At the Istanbul Summit in June 2004, Allied leaders approved an enhanced set of measures to strengthen the Alliance’s contribution to the fight against terrorism, which included a Programme of Work for Defence against Terrorism (see below). They agreed to improve intelligence sharing, through a review of current intelligence structures at NATO (see box, “*Sharing intelligence*”).

They also provided for a greater ability to respond quickly to requests by member countries to help deal with terrorist threats or the conse-

quences of terrorist attacks. NATO’s Airborne Warning and Control System (AWACS) aircraft and multinational chemical, biological, radiological and nuclear defence battalion were made available to any member country requesting such assistance.

At the Riga Summit in November 2006, Allied leaders endorsed the Comprehensive Political Guidance. This major policy document analysed the probable future security environment – identifying terrorism as one of the principal threats to the Alliance – and set out the framework and priorities for all Alliance capability issues, planning disciplines and intelligence for the next 10 to 15 years (see box on “*Guiding principles on terrorism*”).

## The Programme of Work for Defence against Terrorism

The enhanced package of terrorism-related measures agreed at the Istanbul Summit included Programme of Work for Defence against Terrorism. This work programme was prepared by NATO's Conference of National Armaments Directors (the procurement chiefs in NATO member countries).

This work programme focuses on the following areas:

- countering improvised explosive devices, such as car and road-side bombs, through their detection and destruction or neutralisation;
- improving the survivability of large aircraft against man-portable air defence systems (MANPADs);
- helicopter protection against rocket-propelled grenades;
- protection of harbours and ports against explosive-packed speed-

boats and underwater divers;

- detection, protection and defeat of chemical, biological, radiological, and nuclear weapons;
- Explosive ordnance disposal, with the objective of preventing existing stockpiles of munitions from falling into the hands of terrorists and of improving NATO's technological and operational capabilities to dispose of such stockpiles. A new Centre of Excellence established in Slovakia at the end of 2007, is currently undergoing NATO certification.
- precision airdrop technology for special operations forces and their equipment;
- intelligence, surveillance, reconnaissance and target acquisition of terrorists;
- defence against mortar attacks;
- protection of critical infrastructure against air, ground and waterborne threats; and

- developing non-lethal capabilities to provide alternative and a flexible scope of tools for the troops on the field, in particular to avoid collateral casualties.

The NATO Counterterrorism Technology Coordinator leads and coordinates the programme's efforts, through the Counterterrorism Technology Unit within NATO's Defence Investment Division. The main focus is on supporting the protection of forces.

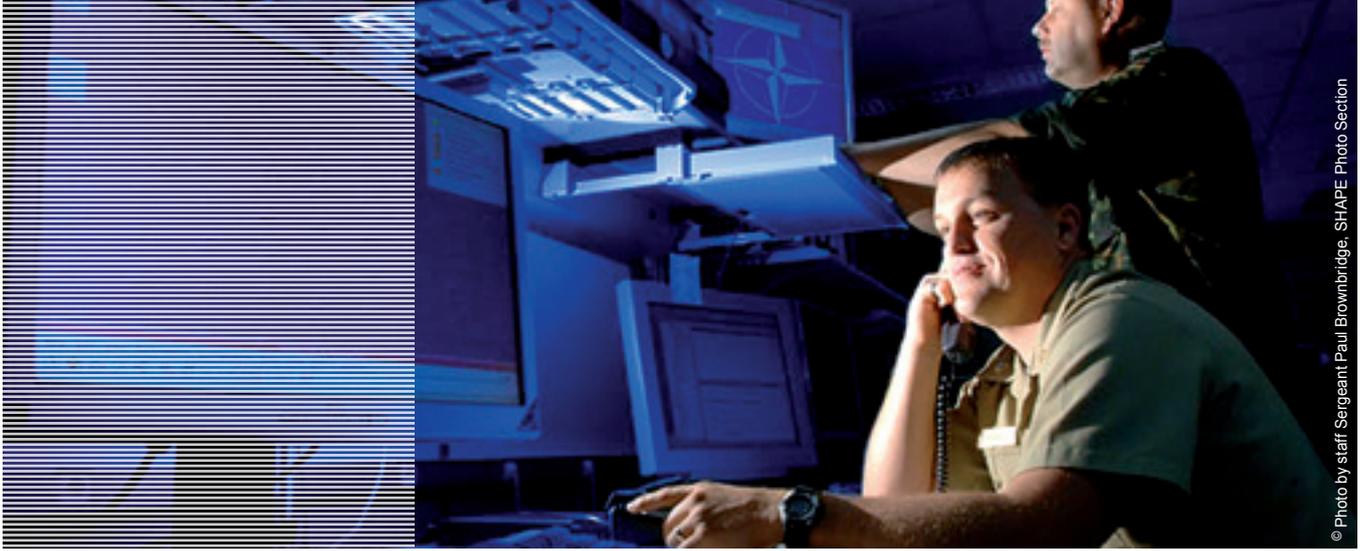
Due to the nature of the terrorist threat, most projects launched under the work programme are focused on existing or new technologies that can be fielded in the near future. Partner countries will become increasingly involved in the programme of work, as will other NATO bodies and organizations.

## Cyber defence

"Cyberattacks were unheard of in the twentieth century," said NATO Secretary General Jaap De Hoop Scheffer in the wake of the wave of cyber attacks on Estonia in spring 2007. "They may well happen again in the twenty first."

The protection of NATO's key information systems and cyber defence more generally are integral parts of the functions of the Alliance. A NATO Centre of Excellence in Cooperative Cyber Defence is being established in Estonia to contribute to this goal. Allied defence ministers have agreed to develop a

specific policy with supporting measures to ensure that NATO can efficiently and effectively deal with cyber aggression against the Organization and individual Allies in the future. The new policy and measures may be endorsed by Allied leaders at the Bucharest Summit in April 2008. ■



## Protecting civilian populations

Civil Emergency Planning helps to deal with the civilian dimension of today's security threats, as a purely military approach is not sufficient. It also provides a two-way street for civil-military cooperation in response to terrorist incidents.

Ensuring preparedness for possible disasters is, first and foremost, a national responsibility. However, the sheer scale of a disaster could overwhelm national response capabilities and NATO is ready to provide an enhanced response to national requests for NATO support in protecting and dealing with the consequences of terrorist attacks,

including those involving Chemical, Biological, Radiological and Nuclear (CBRN) agents.

NATO leaders endorsed a Civil Emergency Planning Action Plan in 2001, which was subsequently updated in 2002 and 2005. It promotes cooperation between NATO member and Partner countries on improving civil preparedness against and managing the consequences of possible terrorist attacks involving CBRN agents.

Activities focus on measures aimed to enhance Allied response capabilities and to increase interoperability among Allies and Partners. Guidelines and standards have been developed in the areas of planning,

training and equipment for first responders to CBRN incidents.

Through practical activities, Allied awareness and expertise in the field of critical infrastructure protection has significantly increased. These activities are enhancing the ability of NATO member and Partner countries to assist one another should such an attack occur.

In July 2007, NATO Allies activated a centre of excellence in the field of CBRN defence in the Czech Republic. The centre acts as a principal advisor to the Supreme Allied Commander for Transformation on all areas related to CBRN defence, including terrorism. ■



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## Sharing intelligence

Since September 11 2001, NATO has sought to increase consultations on terrorism and related issues among its members, as well as with non-member countries. Information-sharing is one of the key aspects of this exchange and, more specifically, intelligence-sharing.

At the 2002 Prague Summit, the need for improved intelligence-sharing among Allies was identified. A Terrorist Threat Intelligence Unit was set up at NATO Headquarters at the end of 2003. This analyses general terrorist threats and threats that are more specifically aimed at the NATO. Furthermore, at the 2004 Istanbul

Summit, a decision was taken to review intelligence structures at NATO Headquarters. A new intelligence liaison cell to facilitate the exchange of relevant intelligence among Allies and Partner countries has been created at Supreme Allied Headquarters in Europe (SHAPE) in Mons, Belgium. ■

## Cooperating with Partners

**The fight against terrorism has become a key focus of NATO's cooperation with non-member countries since the 9/11 terrorist attacks on the United States. In the days immediately following the attacks, Partner countries joined Allies in strongly condemning the attacks in emergency meetings of both the Euro-Atlantic Partnership Council (EAPC) and the NATO-Russia Permanent Joint Council.**

The attacks provided added impetus to efforts that were underway to strengthen the NATO-Russia relationship. In the joint declaration on "NATO-Russia Relations: A New Quality", which led to the creation of the new NATO-Russia Council (NRC) in May 2002, Russian and Allied leaders highlighted cooperation in the fight against terrorism as one of the NRC's key priorities. This paved the way for regular exchanges of information, in-depth consultation, joint threat assessments, civil emergency planning for terrorist attacks, and efforts to explore the role of the military in combating terrorism.

Cooperation with Russia in this area was further intensified in the wake of a series of terrorist attacks in Russia, which culminated in the deaths of hundreds of children and other civilians at a school in Beslan, North Ossetia, in September 2004. A few months later, in December 2004, the NRC adopted an Action Plan against Terrorism to coordinate practical cooperation aimed at enhancing Allied and Russian capabilities to act individually or jointly in preventing terrorism, combating terrorist activities, and managing the consequences of terrorist acts. NATO Allies and Russia also cooperate in areas indirectly ▶

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related to terrorism, such as border control, non-proliferation of weapons of mass destruction, airspace management and nuclear safety.

Cooperation with other Partner countries takes place under the Partnership Action Plan against Terrorism (PAP-T). Launched at the Prague Summit in November 2002, it provides a framework for consultation, practical cooperation and the sharing of expertise in this area. The Action Plan contributes to improved intelligence sharing and cooperation in areas such as border

security, counter-terrorism training and exercises, as well as the development of capabilities to improve civil preparedness and consequence management in the case of possible terrorist attack.

The fight against terrorism is also an important element of NATO's reinforced Mediterranean Dialogue with Algeria, Egypt, Israel, Jordan, Mauritania, Morocco and Tunisia, as well as the Istanbul Cooperation Initiative through which the Alliance engages with countries in the broader Middle East region.

In 2004, NATO decided to enlist the support of Partner countries, Mediterranean Dialogue countries and other selected nations for Operation Active Endeavour in the Mediterranean. Russia and Ukraine have since deployed ships in support of the operation and some Mediterranean-rim countries are cooperating by sharing intelligence about suspicious shipping operating in their waters.

Partner countries are also contributing to other NATO-led military operations that play a role in combating terrorism in Afghanistan and the Balkans. ■

## Scientific cooperation in defending against terrorism

The Science for Peace and Security Programme (SPS) promotes scientific cooperation between scientists in NATO member countries and non-member countries which participate in NATO's Partnership for Peace programme or the Mediterranean Dialogue. The programme offers grants to scientists to collaborate on priority research areas.

Defence against terrorism is the first of three key priorities under the SPS work programme. Since 2004, over 230 activities have been initiated in related areas. Special consideration is given to the social and psychological aspects of international terrorism and its root causes. Other areas include the rapid detection of chemical, biological, radiological nuclear

(CBRN) agents and weapons and rapid diagnosis of their effects on people; physical protection against CBRN agents; decontamination and destruction of CBRN agents and weapons; food security; explosives detection, eco-terrorism counter-measures; and defence against cyber-terrorism. ■

# Cooperating with other international organizations

**The threat of terrorism requires a global and multifaceted response, coordinated between different organizations.**

The United Nations has a comprehensive and leading role to play, as reflected, for example, in UN Security Council Resolution 1373. NATO stands ready to support the activities of the United Nations and contributes actively to the work of the UN Counter-terrorism Committee.

NATO is also working with other international organizations to strengthen efforts in fighting terrorism. It is seeking to deepen cooperation with the European Union in this area and the two organizations have exchanged inventories of civil emergency planning capabilities. NATO holds regular consultations with the Organization for Security and Co-operation in Europe on terrorism-related issues.

The Alliance is also trying to improve civil-military coordination of air traffic control by working with EUROCONTROL, the International Civil Aviation Organization and the International Air Transport Association, so that information is shared and action taken more effectively.

The Euro-Atlantic Disaster Response Coordination Centre, which is based at NATO Headquarters, works closely with UN agencies that play a leading role in disaster response and consequence management. These include the UN Office for the Coordination of Humanitarian Affairs, the Organisation for the Prohibition of Chemical Weapons and other organizations. ■



**NATO contributes actively to the work of the United Nations Counter-terrorism Committee**

- For more information:**
- NATO and the fight against terrorism: [www.nato.int/issues/terrorism](http://www.nato.int/issues/terrorism)
  - Operation Active Endeavour: [www.nato.int/issues/active\\_endeavour](http://www.nato.int/issues/active_endeavour)
  - NATO in Afghanistan: [www.nato.int/issues/afghanistan](http://www.nato.int/issues/afghanistan)
  - NATO's Comprehensive Political Guidance: [www.nato.int/issues/com\\_political\\_guidance](http://www.nato.int/issues/com_political_guidance)
  - NATO and Civil Emergency Planning: [www.nato.int/issues/cep](http://www.nato.int/issues/cep)
  - The Partnership Action Plan on Terrorism: [www.nato.int/issues/papt](http://www.nato.int/issues/papt)
  - The NATO Science for Peace and Security Programme's contribution to the fight against terrorism: [www.nato.int/science/responding\\_to\\_nato\\_priorities/fight.htm](http://www.nato.int/science/responding_to_nato_priorities/fight.htm)

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