



NORTH ATLANTIC MILITARY COMMITTEE
COMITÉ MILITAIRE DE L'ATLANTIQUE NORD



6 January 2016

MC 0472/1 (Final)

SEE DISTRIBUTION

FINAL DECISION ON MC 0472/1

MC CONCEPT FOR COUNTER-TERRORISM

1. On 21 Dec 15, under the silence procedure, the Council approved the new Military Concept for Counter Terrorism (CT). PO(2015)0733-AS1 refers.
2. This document supersedes MC 0472, 6 Dec 02.

FOR THE MILITARY COMMITTEE:

A handwritten signature in black ink, appearing to read 'N. VÄLI'.

N. VÄLI
Major General, ESTAR
IMS Director
Plans and Policy Division

for

Sir Christopher Harper
Air Marshal
Director General
International Military Staff

NOTE. This Final Decision Sheet is attached to MC 0472/1 as the top sheet. Page numbering of the complete document when this decision is attached is as follows:

MC 0472/1 (Final)	- Page 1
MC 0472/1 (Military Decision)	- 1 page
MC 0472/1	- 9 pages

Distribution: SDL Z, IS/OPS, IS/DPP, IS/ESC, Defence Against Terrorism CoE



NORTH ATLANTIC MILITARY COMMITTEE
COMITÉ MILITAIRE DE L'ATLANTIQUE NORD



4 December 2015

MC 0472/1 (Military Decision)

SECRETARY GENERAL, NORTH ATLANTIC TREATY ORGANISATION

MILITARY DECISION ON MC 0472/1

MC CONCEPT FOR COUNTER-TERRORISM

1. On 3 Dec 15 the Military Committee endorsed MC 0472/1, MC Concept for Counter-Terrorism, a copy of which is attached at enclosure. MC 0472/1 is forwarded to the North Atlantic Council for their approval.
2. This document clears IMSWM-0424-2015, and all SDs thereto.

FOR THE MILITARY COMMITTEE:

A blue ink signature, appearing to be 'C. Harper', written over a circular stamp that contains the word 'ORIGINAL'.

Sir Christopher Harper
Air Marshal
Director General
International Military Staff

Enclosure:

1. MC 0472/1, MC Concept for Counter-Terrorism.

Copy to: SDL Z, IS/OPS, IS/DPP, IS/ESC

Action Officer: Cdr Kutka, P&C (5679) (TTE 151809)

MC 0472/1

MILITARY COMMITTEE CONCEPT

FOR

COUNTER - TERRORISM

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LIST OF REFERENCES

- A. MCM-0080-2015, Strategic Commands' Update on Counter-Terrorism, 17 Jul 15.
- B. PO(2015)0219, 2015 Joint Threat Assessment (JTA), 23 Apr 15.
- C. A/RES/60/288, The United Nations Global Counter-Terrorism Strategy, 20 Sep 06.
- D. C-M(2012)0027-AS1, NATO's Policy Guidelines on Counter-Terrorism, 17 Apr 12.
- E. PO(2014)0329-AS1, Action Plan for Implementation of NATO's Policy Guidelines on Counter-Terrorism, 30 May 14.
- F. MC 0472 (Final), NATO Military Concept for Defence Against Terrorism, 6 Dec 02.
- G. AAP-6, NATO Glossary of Terms and Definitions, 29 Apr 14.
- H. MC 0458/3 (Final), NATO Education, Training, Exercises and Evaluation (ETEE) Policy, 3 Sep 14.

PART I - INTRODUCTION

BACKGROUND

1. Reference A notes that terrorism poses one of the most immediate and asymmetric threats to the Alliance and its Members. Weak and failing states allow terrorist organisations to establish zones of instability along NATO's borders. Transnational terrorism not only poses a threat to the Alliance, but also creates long-term consequences for global peace and stability. Those consequences are increasingly the result of two main developments: instability in a number of weak states; and the prolific use by terrorist organisations of the Internet and social media to inspire fighters and supporters as well as to maintain a global terrorist network (Reference B).

2. The firm resolve of the international community to strengthen the global response to terrorism was highlighted at Reference C. In 2012, NATO agreed Policy Guidelines on Counter-Terrorism (CT) at Reference D. These Guidelines provide strategic direction for NATO's CT activities and identify key areas within which the Alliance should implement initiatives to enhance the prevention of and resilience to acts of terrorism. The focus will be on awareness, capabilities and engagement with partners.

3. The Action Plan for implementation of NATO's Policy Guidelines on CT (Reference E) was approved on 30 May 14. That Action Plan called for the development of a new military concept for CT to reflect the Policy Guidelines. This MC document is the result. It supersedes the Military Concept for Defence Against Terrorism (DAT) (Reference F) which was agreed in 2002 to provide guidance for a military response to terrorist attacks on NATO nations. That document set a framework for NATO's role in leading and supporting the full spectrum of operations for DAT, but its contents are no longer coherent with Reference C.

AIM

4. To provide an MC Concept for CT, focusing on underlying principles and potential initiatives in relation to Awareness, Capabilities and Engagement to enhance the Alliance's prevention of, response and resilience to acts of terrorism.

SCOPE

5. This concept establishes a framework, principles and guidelines to ensure that provision for CT is reflected coherently over time in the revision process of policies and plans across the spectrum of NATO's activities, including doctrine, training and materiel. It complies with Reference D and should be read in conjunction with other NATO concepts (including the Strategic Concept and Chemical, Biological, Radiological and Nuclear (CBRN) Defence Concept) and other documents impacting on NATO's response to new security challenges (e.g. the Readiness Action Plan).

6. This document will be reviewed and revised as required by changes to the threat, political guidance and / or the introduction of new concepts or capabilities.

KEY DEFINITIONS

7. For the purposes of this concept, the terms Terrorism and Counter-Terrorism are defined as follows, with the latter being established as a new overarching term for all efforts related to preventing and fighting terrorism:

- a. Terrorism. The unlawful use or threatened use of force or violence, instilling fear and terror, against individuals or property in an attempt to coerce or intimidate governments or societies, or to gain control over a population, to achieve political, religious or ideological objectives.
- b. Counter-Terrorism. All preventive, defensive and offensive measures taken to reduce the vulnerability of forces, individuals and property against terrorist threats and/or acts, to respond to terrorist acts. In the frame of the NATO Comprehensive Approach, this can be combined with or followed by measures enabling recovery after terrorist acts.

8. These definitions are not NATO agreed and differ from those terrorism-related definitions in Reference G. A submission has been made to the NATO Terminology Office to update NATO terminology in line with Paragraph 7.

PART II – NATO’S MILITARY ROLE

PRINCIPLES

9. This Concept for CT is founded on three key principles:

- a. Compliance with International Law. NATO will continue to act in accordance with International Law, the principles of the UN Charter and the Universal Declaration of Human Rights. The UN Global Counter-Terrorism Strategy, International Conventions and Protocols against terrorism and relevant UN Resolutions provide the framework for all national and multilateral efforts to combat terrorism, including those conducted by the Alliance (Reference D).
- b. Support to Allies. Although individual NATO members have primary responsibility for the protection of their own populations and territories against terrorism, cooperation within NATO can enhance Allies’ national efforts to prevent, mitigate, respond to, and recover from acts of terrorism. NATO, upon request, may support these efforts (Reference D). As an international organization, it has unique assets and capabilities to offer in support of Allies’ CT efforts.
- c. Non-Duplication and Complementarity. NATO will seek to avoid unnecessary duplication of the existing efforts of individual nations or International Organizations (Reference D) as it develops its own contribution to CT in a manner that complements those efforts.

10. Based on these three principles, the Alliance will focus coordinated and consolidated contributions to CT in three main areas: awareness; capabilities; and engagement.

AWARENESS

11. Awareness is an essential enabler for the planning, preparation and execution of all CT activities. NATO's military contributions will include:

- a. Providing terrorism-related information, intelligence and assessments regarding Terrorism in order to enhance NATO's overall Situational Awareness.
- b. Sharing relevant CT-related information with key outside actors, where appropriate and when it is militarily relevant.
- c. Maintaining a system of terrorism indicators and warnings to facilitate early detection.
- d. Promoting, through engagement and strategic communication, a common understanding of this CT concept and NATO's potential military contribution to CT as part of a broader international effort.

CAPABILITIES

12. NATO has unique military training, means and expertise which can contribute to global Counter-Terrorism efforts. Potential military contributions include:

- a. Sharing best practice, expertise and information relating to capabilities relevant to CT. For example, NATO's work on airspace security, air defence, maritime security, Special Operations, response to CBRN, non-proliferation of Weapons of Mass Destruction and protection of critical infrastructure is well established and may be useful to an effective CT response by the Alliance, international organizations and individual nations.
- b. Maintaining existing capabilities and expertise (including NATO Educational Training Facilities (NETF) and NATO accredited Centres of Excellence (COE) and NATO Special Operations Headquarters (NSHQ)) applicable for use against the terrorist threat.
- c. Ensuring that CT threat analysis, lessons learned and best practices are reflected in identifying and assessing requirements for emerging and future security challenges and in the update of present Capability Codes and Statements (CC&S).
- d. Thereafter, ensuring that appropriate CT-relevant capabilities are developed and maintained in the short, medium and long term.
- e. Developing standardized doctrinal work on CT in order to provide efficiency and interoperability in CT.
- f. Maintaining advance planning activities related to this domain to facilitate potential NATO early commitment.

ENGAGEMENT

13. Optimal application of CT measures will require internal, interagency and international collaboration to ensure that overall effects are complementary, mutually supportive and synchronized.

14. Furthermore, NATO can support national and international efforts to counter terrorism via existing cooperation mechanisms¹. Initiatives should concentrate on developing and implementing programs directed towards:

- a. Assistance and advice to progress Defence and Security Sector reform and aid capability development.
- b. Building Defence Capacity, implementing the guidelines of the NATO Security Force Assistance Concept, and providing Military Assistance as appropriate.
- c. Providing education, training (Reference H) and opportunities for participation in exercises.
- d. Promoting interoperability, including sharing of standards.

PART III - CONSIDERATIONS AND CONCLUSIONS

CONSIDERATIONS

15. NATO's delivery of a military contribution to CT in line with the principles and framework established by this Concept will be facilitated by:

- a. Wide understanding that military action alone will not be enough to counter the terrorist threat and that military operations must be implemented in a manner coherent with diplomatic, economic, social, legal and information initiatives.
- b. Recognizing that military CT efforts are joint and combined operations.
- c. Promoting internal coordination through the designation of dedicated CT Points of Contact (POCs) in NATO's Command and Force Structures' (NCS and NFS) key assigned activities.
- d. Ensuring that military contributions receive timely support in the form of external expertise, knowledge and analysis, as required.

16. In order to provide an effective military contribution to CT efforts, NATO must be capable of delivering a wide spectrum of CT-related capabilities across the different domains (physical, virtual and psychological) and operating environments, including those relevant to Hybrid Warfare, Protection of Critical Infrastructure, CBRN, Counter Improvised Explosive Device (C-IED), Counter Proliferation of Weapons of Mass Destruction (WMD), Cyber Defence, Special Operations etc. NATO may play either a leading or a supporting role, as required. Allies' capabilities will represent an essential component of potential CT responses. Maintaining flexibility will be key to an effective response.

¹ Such as Partnership Interoperability Initiative (PII)/Interoperability Platform (IP), Enhanced Opportunities Partners (EOP) and Defence and related security Capacity Building (DCB) initiative

CONCLUSIONS

17. This overarching concept establishes a framework, principles and guidelines necessary for the holistic and coherent development of NATO's potential contribution to CT across the spectrum of Alliance activities. That contribution is founded on three key principles: compliance with international law; support to Allies; and non-duplication and complementarity. It focuses on three main areas: awareness; capabilities; and engagement and recognizes the need for flexibility.

18. The concept must be reflected in policies, plans and doctrine as required across NATO that are relevant to counter-terrorism as those documents are reviewed and revised for comprehensiveness, coherence and completeness.

19. Internal coordination of CT functions and capabilities must be improved by designating CT POCs in key functional areas of NCS and NFS, and continuing to facilitate and foster existing efforts to enhance coordination and cooperation with external state and non-state actors.

20. As reflected in Reference E, NATO must continue work to improve threat awareness and preparedness, develop capabilities appropriate in a CT context and enhance engagement with partner countries and other international organisations.

21. This concept supersedes Reference F. It will be reviewed and revised, as required by changes to the threat, political guidance and / or the introduction of new concepts or capabilities.

Annex:

A. List of Abbreviations

LIST OF ABBREVIATIONS

CBRN	Chemical, Biological, Radiological and Nuclear
CCS	Capability Codes and Statements
C-IED	Counter Improvised Explosive Device
CT	Counter-Terrorism
COE	Centres of Excellence
DAT	Defence Against Terrorism
DCB	Defence and related security Capacity Building
EOP	Enhanced Opportunities Partners
IP	Interoperability Platform
JTA	Joint Threat Assessment
NAC	North Atlantic Council
NCS	NATO Command Structure
NETF	NATO Educational Training Facilities
NFS	NATO Force Structure
NSHQ	NATO Special Operations Headquarters
PII	Partnership Interoperability Initiative
POC	Point of Contact
RAP	Readiness Action Plan
UN	United Nations
WMD	Weapons of Mass Destruction