



NATO Wales Summit 2014: outcomes

Standard Note: SN06981

Last updated: 12 September 2014

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Section: International Affairs and Defence section

The 2014 NATO Wales Summit discussed Russia, Ukraine, Iraq, defence spending amongst allies and the end of combat operations in Afghanistan.

Allies adopted a Readiness Action Plan to strengthen NATO's collective defence. Primarily geared towards the Eastern part of the Alliance, this includes plans to establish a Very High Readiness Joint Task Force that can deploy within a few days, and an enhanced military presence involving exercises and a continued military presence on a rotational basis.

Allies agreed to reverse the trend of declining defence budgets and aim towards the NATO guideline of spending 2% of GDP on defence expenditure within a decade.

NATO's mission in Afghanistan will end in December 2014 and the Alliance called on Afghanistan to sign the relevant Security Agreements to enable NATO troops to remain in the country in 2015 onwards. Allies also discussed Iraq, Syria and ISIS.

The Prime Minister made two significant equipment announcements at the Summit, namely a new contract for armoured vehicles for the Army and that HMS Prince of Wales, the second aircraft carrier, will be brought into service.

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1 Summary

The 2014 NATO Summit was hosted by the UK in Newport, Wales, on 4th and 5th September 2014.

Russia's actions in Ukraine dominated proceedings, as expected. Allies described Russia's aggressive actions against Ukraine had "fundamentally challenged our vision of a Europe whole, free and at peace." Allies condemned Russia's "illegal self-declared "annexation" of Crimea and reiterated NATO's commitment to collective defence, as articulated in Article 5.

A Readiness Action Plan was adopted containing elements directed specifically towards Russia. These are designed to both assure Allies and adapt the Alliance's military strategic posture. Allies outlined plans to establish a Very High Readiness Joint Task Force (VJTF) capable of deploying within a few days' notice, which will be established within the existing NATO Response Force. The UK has committed a battle group and a brigade headquarters. Allies agreed to provide a continuous presence in Eastern Europe, on a rotational basis, and work on an enhanced exercise programme. The UK will contribute 3,500 personnel to exercises in Eastern Europe between now and the end of 2015. NATO's presence in the Eastern part of the Alliance will be further enhanced with the prepositioning of equipment and supplies, designation of bases and preparation of infrastructure.

Allies agreed to reverse the trend of declining defence budgets and agreed to aim towards the pre-existing NATO guideline of spending 2% of GDP on defence expenditure within a decade. Allies similarly agreed to aim to spend 20% of defence expenditure on equipment within the same timescale. These are aims and not binding commitments.

NATO reaffirmed its commitment to the NATO-Ukraine Commission (Ukraine is not a member of NATO), established in 1997, and invited Ukraine's President to a meeting at the Summit. Allies also reaffirmed NATO's continued commitment to the NATO-Iraq partnership. Separately, Foreign and Defence Ministers from ten countries met on the fringes of the NATO Summit to discuss an international strategy to counter the threat from ISIS.

NATO's decade-long operation in Afghanistan ends at the end of 2014. Allies outlined three strands to NATO's post-2014 engagement with Afghanistan but made it clear plans to provide non-combat troops from 2015 to train, advise and assist the Afghan National Security Forces is contingent on the signing of the US-Afghanistan Bilateral Security Agreement and NATO-Afghanistan Status of Forces Agreement. Resolution Support Mission should ideally be supported by a United Nations Security Council Resolution. The UK Foreign Secretary said in the days after the Summit that the working assumption is they will be signed within the next few weeks.

Reflecting the host's interest, NATO Heads of State and Government signed an Armed Forces Declaration, modelled on the Armed Forces Covenant published in the United Kingdom in 2011.

The 113-point Summit Declaration discussed a wide-range of other issues including Ballistic Missile Defence; partnerships; agreement on an enhanced cyber-defence policy, the NATO Framework Nations Concept, a Defence Planning Package, and endorsed a number of initiatives concerning specific capabilities and Connected Forces. Agreement to undertake capacity building missions in Georgia and Jordan. Operation Ocean Shield was extended until the end of 2016. NATO reaffirmed it is a nuclear alliance and made no changes to its deterrence policy. NATO reiterated its Open Door Policy and discussed the prospects of the

four countries hoping to join the Alliance, but no invitations were issued – this was not an enlargement summit.

Outgoing Secretary-General Anders Fogh Rasmussen said at the end of the Summit “we have made NATO fitter, faster and more flexible. We have brought our partners even closer. And we have made the vital bond across the Atlantic stronger.”

The new Secretary-General, Jens Stoltenberg, the former Prime Minister of Norway, takes over on 1 October 2014. The next Summit will be hosted by Poland in 2016.

The Summit produced five key documents, links to which can be found in the appendix. These include the main 133-point Wales Summit Declaration; Wales Summit Declaration on the Transatlantic Bond; Wales Summit Declaration on Afghanistan; Joint Statement of the NATO-Ukraine Commission; Armed Forces Declaration by the NATO Heads of State and Government.

The Prime Minister made two significant equipment announcements at the Summit, namely a new contract for armoured vehicles for the Army and that HMS Prince of Wales, the second aircraft carrier, will be brought into service.

2 Russia and Ukraine

Russia’s actions in Ukraine dominated proceedings at the Summit. Ukraine is not a member of NATO but has developed a long-standing partnership through the NATO-Ukraine Commission, which was established in 1997.

Despite nearly two decades of general rapprochement between NATO and Russia, the latter’s recent actions in Crimea and Eastern Ukraine has provoked deep concern among NATO members, in particular the Baltic States and former Warsaw Pact countries.

This concern was reflected in the Wales Summit Declaration and the Wales Declaration on the Transatlantic Bond. Allies condemned Russia’s “illegal self-declared “annexation” of Crimea and reiterated NATO’s commitment to collective defence, as articulated in Article 5. Allies agreed the Readiness Action Plan which contains elements directed specifically towards Russia –increased patrols and continuous training in the Eastern part of the Alliance – and a Very High Readiness Joint task Force to enable to it to respond more quickly to any potential threat from Russia. NATO argues that the stronger military presence on its eastern flank does not violate the NATO-Russia Founding Act of 1997.

The NATO-Ukraine Commission was attended by the President of Ukraine, Petro Poroshenko.

Russia’s actions against Ukraine were acknowledged at the outset as one of a number of challenges to euro-Atlantic security. NATO leaders condemned Russia’s “escalating and illegal military intervention in Ukraine”, recognising it as a “violation of Ukraine’s sovereignty and territorial integrity”, and not only a breach of international law but also a “major challenge to Euro-Atlantic security”. They also expressed the belief that Russia had breached its commitments under the 1997 NATO-Russia Founding Act and the 2002 Rome Declaration,

“thus breaking the trust at the core of our cooperation”.¹ The declaration also went on to state:

23. The Alliance does not seek confrontation and poses no threat to Russia. But we cannot and will not compromise on the principles on which our Alliance and security in Europe and North America rest. NATO is both transparent and predictable, and we are resolved to display endurance and resilience, as we have done since the founding of our Alliance.²

The message of collective security and the commitment to NATO’s Article V was evident throughout the Summit Declaration. Paragraph 2 specifically noted that “the greatest responsibility of the Alliance is to protect and defend our territories and our populations against attack, as set out in Article 5 of the Washington Treaty”. This message was reiterated later on in the Declaration which stated that “No one should doubt NATO’s resolve if the security of any of its members were to be threatened. NATO will maintain the full range of capabilities necessary to deter and defend against any threat to the safety and security of our populations, wherever it should arise”.³

NATO Readiness Action Plan

On a more practical level the Declaration confirmed the adoption of the NATO Readiness Action Plan, to respond not only to “the challenges posed by Russia and their strategic implications” but also to “the risks and threats emanating from our southern neighbourhood, the Middle East and North Africa”.⁴ The plan includes measures that address collective security and the “continuing need for assurance of Allies” while at the same time adapting the Alliance’s military strategic posture. Emphasis is placed upon the *rotation* of forces and not the permanent stationing of troops in Eastern and Central Europe, so as not to contravene the *NATO-Russia Founding Act 1997*.

Specifically:

- There will be a continuous air, land and maritime presence and meaningful military activity in Eastern Europe, on a rotational basis. That presence will be flexible and scalable in order to respond to the evolving security situation. Increased NATO air patrols over the Baltics will continue, as will naval patrols in the Black Sea;
- The responsiveness of the NATO Response Force (NRF) will be significantly enhanced by developing force packages that are able to move rapidly and respond to potential challenges and threats;
- A Very High Readiness Joint Task Force (VJTF) capable of deploying within a few days’ notice, will be established within the NRF to respond to any challenges that arise, “particularly at the periphery of NATO’s territory”. That force will consist of a 4,000-strong land component, with appropriate air, maritime and special operations forces available where necessary;
- Readiness of the VJTF will be tested through short-notice exercises;

¹ [Wales Summit Declaration](#), 5 September 2014, para. 21

² *Ibid*, para. 23

³ [Wales NATO Summit Declaration](#), 5 September 2014, para.48

⁴ NATO summit declaration, para. 5

- A Command and control presence, and some force enablers will be pre-deployed in Eastern Europe, with contributions from Allies on a rotational basis. If necessary those forces will reinforce allied forces located at NATO's periphery for deterrence and collective defence;
- Rapid reinforcement of allied forces will also be enhanced through the preparation of infrastructure, the prepositioning of equipment and supplies and the designation of specific bases. Adequate host nation support is recognised as crucial in this regard;
- Standing Naval Forces will also be enhanced in order to support maritime situational awareness and to conduct the full spectrum of conventional maritime operations;
- Contributing allies will raise the readiness and capabilities of the Headquarters [Multinational Corps Northeast](#), which is located in Poland, and enhance its role as a hub for regional cooperation;
- Intelligence and strategic awareness will be enhanced and renewed emphasis will be placed on advance planning;
- An enhanced exercise programme with an increased focus on collective defence will be established.⁵

It is expected that the VJTF will be operational by the end of 2014.⁶

Addressing the tactics that Russia has adopted in Ukraine, the Summit Declaration also stated:

13. We will ensure that NATO is able to effectively address the specific challenges posed by hybrid warfare threats, where a wide range of overt and covert military, paramilitary, and civilian measures are employed in a highly integrated design. It is essential that the Alliance possesses the necessary tools and procedures required to deter and respond effectively to hybrid warfare threats, and the capabilities to reinforce national forces. This will also include enhancing strategic communications, developing exercise scenarios in light of hybrid threats, and strengthening coordination between NATO and other organisations, in line with relevant decisions taken, with a view to improving information sharing, political consultations, and staff-to-staff coordination. We welcome the establishment of the NATO-accredited Strategic Communications Centre of Excellence in Latvia as a meaningful contribution to NATO's efforts in this area. We have tasked the work on hybrid warfare to be reviewed alongside the implementation of the Readiness Action Plan.

Speaking at the end of the Summit, the Prime Minister welcomed these initiatives and confirmed that the UK would contribute 3,500 personnel to exercises in Eastern Europe between now and the end of 2015, and would provide a battlegroup and a brigade headquarters to the VJTF.⁷ The Prime Minister separately told the House that while the detail of how the VJTF will be constructed, who will contribute to it and how exactly it will work is still to be determined but "the main thing is that the readiness of it is decided."⁸ The Leader of the Opposition, Ed Miliband, welcomed the Readiness Action Plan.

⁵ [Wales Summit Declaration](#), 5 September 2014, paras. 7-10

⁶ "NATO Secretary General announces creation of high readiness force to counteract Russian threat", *Jane's Country Risk Daily Report*, 3 September 2014

⁷ Prime Minister end of summit press conference, 5 September 2014

⁸ HC Deb 8 September 2014 c662

The Secretary of State for Defence, Michael Fallon, also announced on the fringes of the NATO Summit that the UK has signed a Letter of intent with Denmark, Estonia, Latvia, Lithuania, the Netherlands and Norway to establish a high readiness Joint Expeditionary Force (JEF) that could respond rapidly “anywhere in the world, with like-minded allies or on behalf of international organisations such as the UN or NATO”. The intention is to integrate partner contributions to achieve a full operational capability before 2018. However, the JEF could also deploy immediately, on the basis of the UK contribution, if required.

Joint Statement of the NATO-Ukraine Commission

Ukraine is not a member of NATO but has developed a long-standing partnership through the NATO-Ukraine Commission, which was established in 1997.

Commitment to that partnership was highlighted in the Wales Summit Declaration with specific emphasis placed upon NATO’s support for reform initiatives and transformation of Ukraine’s security and defence sectors, including greater interoperability with NATO forces.⁹ A new package of support measures was also announced, including non-lethal support to the Ukrainian military and assistance to modernise the armed forces, including in the areas of logistics and command and control. The Joint Summit Statement of the NATO-Ukraine Commission outlined:

In the framework of our long-standing Distinctive Partnership, NATO has consistently supported Ukraine throughout this crisis, and all 28 Allies, including through NATO, are enhancing their support so that Ukraine can better provide for its own security. Recognising Ukraine’s intent to deepen its Distinctive Partnership with NATO, we are stepping up our strategic consultations in the NATO-Ukraine Commission. NATO has already strengthened existing programmes on defence education, professional development, security sector governance, and security-related scientific cooperation with Ukraine. We will further strengthen our cooperation in the framework of the Annual National Programme in the defence and security sector through capability development and sustainable capacity building programmes for Ukraine. In this context, Allies will launch substantial new programmes with a focus on command, control and communications, logistics and standardisation, cyber defence, military career transition, and strategic communications. NATO will also provide assistance to Ukraine to rehabilitate injured military personnel. Allies are reinforcing their advisory presence at the NATO offices in Kyiv. Allies have taken note of Ukraine’s requests for military-technical assistance, and many Allies are providing additional support to Ukraine on a bilateral basis, which Ukraine welcomes.

NATO and Ukraine will continue to promote the development of greater interoperability between Ukrainian and NATO forces, including through continued regular Ukrainian participation in NATO exercises. Allies highly value Ukraine’s ongoing contributions to Allied operations, the NATO Response Force and the Connected Forces Initiative. Allies welcome Ukraine’s participation in the Partnership Interoperability Initiative, appreciate Ukraine’s interest in the Enhanced Opportunities Programme within the Initiative, and look forward to its future participation.¹⁰

It has been reported that the new cooperation programmes aimed at cyber defence, command and control, logistics and reform will receive \$65m.¹¹

⁹ [Wales Summit Declaration](#), 5 September 2014, para. 29

¹⁰ [Joint Statement of the NATO-Ukraine Commission](#), 5 September 2014

¹¹ “NATO leaders agree Ukraine support measures, discuss IS airstrikes”, *Jane’s Defence Weekly*, 4 September 2014

A ten-day military exercise, codenamed *Rapid Trident*, is also scheduled to be held in Ukraine from 16 September. This is not a new exercise, but one that is held annually at the request of the Ukrainian government in order to support interoperability among Ukraine, NATO and Partnership for Peace member states. Fifteen countries are expected to take part.¹²

2.1 Russian reaction

The Russian government reacted angrily to comments coming out of the NATO Summit, saying that they risked undermining the ceasefire:

The essence and tone of [Nato] statements on the Ukraine situation, and the plans announced to hold joint Nato exercises with Kiev on the territory of that country before the end of 2014, will inevitably lead to heightened tension.

They risk wrecking the progress made in the peace process in Ukraine, and encourage a deepening of the split in Ukrainian society.¹³

3 Defence budgets and the 2% target

The debate over the level of members spending on defence has ebbed and flowed over NATO's 65 year history. It has returned to the fore in recent years in the aftermath of the financial crisis and the resulting cuts to defence budgets imposed by many members of NATO.

NATO's allies had previously, in 2006, agreed to commit to a minimum of 2% of their GDP to spending on defence. This is a guideline and not a binding commitment. In 2013 only four countries spent at least 2% of GDP on defence: the UK, US, Estonia and Greece.

In Wales, Allies agreed to "reverse the trend of declining defence budgets, to make the most effective use of our funds and to further a more balanced sharing of costs and responsibilities."

Specifically, Allies agreed to "aim to move towards the existing NATO guideline of spending 2% on GDP defence within a decade".¹⁴

More detail was provided in the Summit Declaration, which said that Allies who already spend a minimum of 2% will "aim to continue to do so" while those who don't committed to halting any decline in defence expenditure and to aim to move towards the 2% guidelines within a decade. Allies agreed to review national progress annually, to discuss progress at future Defence Ministerial meetings and review it by Heads of State and Government at future Summits.

The Summit Declaration states:

Allies currently meeting the NATO guideline to spend a minimum of 2% of their Gross Domestic Product (GDP) on defence will aim to continue to do so. Likewise, Allies

¹² Azerbaijan, Bulgaria, Canada, Georgia, Germany, UK, Latvia, Lithuania, Moldova, Norway, Poland, Romania, Spain and the US.

¹³ 'Russia says Nato 'risks wrecking the progress made in the peace process in Ukraine'', *Daily Telegraph*, 5 September 2014

¹⁴ The Wales Declaration on the Transatlantic Bond, 5 September 2014, para 5

spending more than 20% of their defence budgets on major equipment, including related Research & Development, will continue to do so.

Allies whose current proportion of GDP spent on defence is below this level will:

- halt any decline in defence expenditure;
- aim to increase defence expenditure in real terms as GDP grows;
- aim to move towards the 2% guideline within a decade with a view to meeting their NATO Capability Targets and filling NATO's capability shortfalls.¹⁵

Maintaining or achieving the 2% target as stated in the declaration is aspirational and it is not a binding commitment. Brooks Tigner, IHS Janes correspondent, noted the formula agreed “was a glass-half-full/glass-half-empty one”, as the Allies agreed to “aim” rather than “commit” to achieving the 2% guideline within ten years.

When questioned about the 2% commitment, NATO's Secretary-General said that what is new at this summit is that heads of State and government have committed to working towards the 2% guideline and there is now a timeline of a decade to achieve it. He also suggested that Russia's aggression against Ukraine has created a new security environment that has been a wake-up call for Allies for the need to invest in defence and security.¹⁶

Members of Parliament had previously discussed defence spending in the House on 19 June 2014. John Baron, who called the debate and spoke in favour of increasing the UK's defence budget, observed “it is a sad fact that many of our NATO allies are not pulling their full weight.”¹⁷ A number of Members have pressed the Government to legislate to commit to spending 2% of GDP on defence. In response, Defence Minister Mark Francois articulated the Government's position on defence spending “On current plans, defence spending will continue to meet the 2% target this year and next year. Decisions on public spending after financial year 2015-16 will be taken in the next comprehensive spending review.”¹⁸

3.1 20% of budget on equipment target

Allies also agreed to increase their annual defence spending on major new equipment, including related Research and Development, to 20% of total defence expenditures within a decade. Prime Minister David Cameron said in his closing press conference “it's not just the amount of money that matters; it's also about spending on equipment you can actually deploy.”

The level of spending on personnel, versus equipment, varies hugely among Allies. According to figures released by NATO, the UK spent 35% of its budget in 2013 on personnel and 23% on equipment, similar in proportion to the United States. However nine allies allocated less than 10% of their budget to equipment.¹⁹

¹⁵ [Wales Summit Declaration](#), NATO, 5 September 2014 para 14

¹⁶ Press Conference by NATO Secretary General Anders Fogh Rasmussen following the second meeting of the North Atlantic Council at the level of Heads of State and Government during the NATO Wales Summit, 5 September 2014

¹⁷ HC Deb 19 June 2014 c1337

¹⁸ HC Deb 19 June 2014 c1365

¹⁹ “[Financial and Economic data relating to NATO defence](#)”, NATO, 24 February 2014, table 5a

The table below shows the percentage of GDP spent on defence by NATO members between 2009 and 2013:

Percentage of GDP spent on defence, Nato members, 2009 - 2013

| | 2009 | 2010 | 2011 | 2012 | 2013 | 2009 - 2013 average |
|-----------------------|------|------|------|------|------|------------------------|
| Albania | 1.5 | 1.6 | 1.5 | 1.5 | 1.4 | 1.5 |
| Belgium | 1.2 | 1.1 | 1.1 | 1.1 | 1.0 | 1.1 |
| Bulgaria | 1.9 | 1.7 | 1.4 | 1.4 | 1.4 | 1.6 |
| Croatia | 1.6 | 1.6 | 1.6 | 1.5 | 1.5 | 1.6 |
| Czech Republic | 1.6 | 1.3 | 1.1 | 1.1 | 1.1 | 1.2 |
| Denmark | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 |
| Estonia | 1.8 | 1.7 | 1.7 | 2.0 | 2.0 | 1.8 |
| France | 2.1 | 2.0 | 1.9 | 1.9 | 1.9 | 2.0 |
| Germany | 1.4 | 1.4 | 1.3 | 1.4 | 1.3 | 1.4 |
| Greece | 3.2 | 2.7 | 2.4 | 2.3 | 2.3 | 2.6 |
| Hungary | 1.2 | 1.1 | 1.1 | 1.1 | 0.9 | 1.1 |
| Italy | 1.4 | 1.4 | 1.4 | 1.3 | 1.2 | 1.3 |
| Latvia | 1.2 | 1.0 | 1.0 | 0.9 | 0.9 | 1.0 |
| Lithuania | 1.1 | 0.9 | 0.8 | 0.8 | 0.8 | 0.9 |
| Luxembourg | 0.4 | 0.5 | 0.4 | 0.4 | 0.4 | 0.4 |
| Netherlands | 1.5 | 1.4 | 1.4 | 1.3 | 1.3 | 1.4 |
| Norway | 1.6 | 1.5 | 1.5 | 1.4 | 1.4 | 1.5 |
| Poland | 1.7 | 1.8 | 1.8 | 1.8 | 1.8 | 1.8 |
| Portugal | 1.6 | 1.5 | 1.5 | 1.4 | 1.5 | 1.5 |
| Romania | 1.4 | 1.3 | 1.3 | 1.2 | 1.4 | 1.3 |
| Slovakia | 1.5 | 1.3 | 1.1 | 1.1 | 1.0 | 1.2 |
| Slovenia | 1.6 | 1.6 | 1.3 | 1.2 | 1.1 | 1.4 |
| Spain | 1.2 | 1.1 | 1.0 | 1.1 | 0.9 | 1.1 |
| Turkey | 2.1 | 1.9 | 1.8 | 1.8 | 1.8 | 1.9 |
| UK | 2.6 | 2.6 | 2.6 | 2.3 | 2.4 | 2.5 |
| Canada | 1.2 | 1.2 | 1.2 | 1.1 | 1.0 | 1.1 |
| USA | 5.3 | 5.3 | 4.8 | 4.5 | 4.4 | 4.9 |

Source: NATO

3.2 Deployability of forces

Regarding the deployability of forces, Allies committed to:

ensure that their land, air and maritime forces meet NATO agreed guidelines for deployability and sustainability and other agreed output metrics;

ensure that their armed forces can operate together effectively, including through the implementation of agreed NATO standards and doctrines.²⁰

Separately, the Prime Minister made two significant announcements regarding major equipment for the UK armed forces. On the eve of the conference, he announced a £3.5 billion contract for Scout armoured vehicles for the Army. At the end of the Conference, he announced the second aircraft carrier, HMS Prince of Wales, currently under construction, will be brought into service.²¹

4 Iraq, Syria and ISIS

The threat of ISIS and situation in Iraq and Syria was discussed at the 2014 NATO Summit in Wales. NATO allies reaffirmed their commitment to the NATO-Iraq partnership and outlined a number of areas for further co-operation including the training of Iraqi security forces. Although NATO was not involved in Iraq during the invasion of 2003 or subsequently, and there has been no suggestion so far that NATO should be involved in the response to ISIS, concern was expressed at the Summit, as set out in the communiqué:

32. We are deeply concerned by the growing instability and mounting transnational and multi-dimensional threats across the Middle East and North Africa region. These threats directly affect the security of the people living there, as well as our own security. Peace and stability in this region are essential for the Alliance. Therefore, we emphasise the need for lasting calm and an end to violence. We continue to support the legitimate aspirations of the peoples in this region for peace, security, democracy, justice, prosperity, and the preservation of their identity. We will continue to closely monitor the situation and explore options for possible NATO assistance to bilateral and international efforts to promote stability and contribute to the response to the growing crisis in, and threats from, the Middle East region.

33. The so-called Islamic State of Iraq and the Levant (ISIL) poses a grave threat to the Iraqi people, to the Syrian people, to the wider region, and to our nations. We are outraged by ISIL's recent barbaric attacks against all civilian populations, in particular the systematic and deliberate targeting of entire religious and ethnic communities. We condemn in the strongest terms ISIL's violent and cowardly acts. If the security of any Ally is threatened, we will not hesitate to take all necessary steps to ensure our collective defence. The rapid deterioration of the security situation in Iraq and ISIL's expanding threat underline the necessity for a political solution based upon an inclusive Iraqi government with cross-sectarian representation. Additionally, in light of the dramatic humanitarian consequences of this crisis and its repercussions on regional stability and security, many Allies have already provided, and are offering, security and humanitarian assistance to Iraq on a bilateral basis.

34. We re-affirm NATO's continued commitment to the NATO-Iraq partnership, through which we will revitalise our effort to help Iraq build more effective security forces. That partnership encompasses, within the existing Individual Partnership and Cooperation Programme, cooperation in the areas of: political dialogue; education and training; response to terrorism; defence institution building; border security; and communications strategy. Allies and partners should continue to help coordinate humanitarian assistance to Iraq through the appropriate channels. We welcome the

²⁰ [Wales Summit Declaration](#), NATO, 5 September 2014 para 14

²¹ The future of the HMS Prince of Wales was put into doubt by the Government in the 2010 Strategic Defence and Security Review, which stated that the second carrier was to be kept at "extended readiness." This would, the SDSR state, leave open options to rotate them; re-generate more quickly a two-carrier strike capability, or sell one. A decision about HMS Prince of Wales was not expected to be made until the next Strategic Defence and Security Review in 2015.

role that the Euro-Atlantic Disaster Response Coordination Centre is playing. We have also agreed that NATO will help coordinate among Allies and partners security assistance support to Iraq; this could also include helping coordinate the provision of lift to deliver assistance. Should the Iraqi government request it, NATO will stand ready to consider measures in the framework of NATO's Defence and Related Security Capacity Building Initiative with an eye to launching such an effort in the near term. NATO will support ongoing bilateral efforts of Allies and partners by soliciting and coordinating, on a voluntary basis, Intelligence, Surveillance, and Reconnaissance assets. Additionally, Allies will seek to enhance their cooperation in exchanging information on returning foreign fighters.

In his end of Summit press conference, Prime Minister David Cameron welcomed the commitment to Iraq expressed by NATO Member States. He commented:

Everyone remembers the divisions around the world over the Iraq War ten years ago. There were no real divisions here.

The NATO Alliance is clear about the threat that we face. The scale of that threat and the fact that we must use all the instruments at our disposal – humanitarian, diplomatic and military. We have agreed to offer a NATO training mission for Iraq as soon as the new Iraqi government is in place.

The fight against ISIL must be led by the Iraqis themselves. But we will continue to encourage countries in the region to support this effort and we'll continue to work with our partners on the ground to take all necessary steps to squeeze this barbaric terrorist organisation out of existence. This will take time and it will take resolve.

We will proceed carefully and methodically, drawing together the partners we need, above all in the region, to implement a comprehensive plan.²²

US President, Barack Obama also stated:

I also leave here confident that NATO Allies and partners are prepared to join in a broad, international effort to combat the threat posed by ISIL. Already, Allies have joined us in Iraq, where we have stopped ISIL's advances; we've equipped our Iraqi partners, and helped them go on offense. NATO has agreed to play a role in providing security and humanitarian assistance to those who are on the front lines. Key NATO Allies stand ready to confront this terrorist threat through military, intelligence and law enforcement, as well as diplomatic efforts. And Secretary Kerry will now travel to the region to continue building the broad-based coalition that will enable us to degrade and ultimately destroy ISIL.²³

Separately, Foreign and Defence Ministers from ten countries²⁴ met on the fringes of the NATO Summit to discuss an international strategy to counter the threat from ISIS.

In regard to Syria, Allies called on the Syrian Government to fully comply with relevant UN Security Council Resolutions and commit to a genuine political transition. The Summit Declaration pointedly mentioned the deployment of Patriot missiles in NATO member Turkey as a "strong demonstration of NATO's resolve and ability to defend and deter any potential threat against any Ally."²⁵

²² [NATO Summit 2014: PM end of summit press conference](#), 5 September 2014

²³ [Remarks by President Obama at NATO Summit press conference](#), 5 September 2014

²⁴ US, UK, Canada, Australia, Turkey, France, Germany, Italy, Denmark and Poland

²⁵ [Wales Summit Declaration](#), NATO, 5 September 2014 para 35

Further information about this subject can be found in House of Commons Library Standard Note [Iraq, Syria and ISIS - recent developments](#) (SN06977) and [Military and Humanitarian Assistance to Iraq](#), SN06960, 8 September 2014

5 Declaration on Afghanistan

NATO took command of the International Security Assistance Force in August 2003. The 2014 deadline for the end of combat operations in Afghanistan was set by NATO at its Chicago summit in May 2012, building on a previous commitment made at the 2010 Lisbon summit. Until the crisis in Ukraine erupted, this summit was expected to focus heavily on Afghanistan, looking back at key experiences and lessons learnt, and towards the future and the next stage in NATO's presence there.

NATO and ISAF leaders expressed their commitment to Afghanistan but made it clear, as they have all year, that NATO's planned post-2014 mission to train, advise and assist the Afghan National Security Forces (ANSF) is contingent on the signing of the U.S.-Afghanistan Bilateral Security Agreement and NATO-Afghanistan Status of Forces Agreement. Summit participants also reaffirmed their financial commitments to the ANSF, which is dependent on the transparency, accountability and cost-effectiveness of the relevant international funding mechanisms. Participants called on the Afghan Government to strengthen efforts to find corruption.

The Declaration paid tribute to ISAF and ANSF personnel, identified ISAF's achievements in Afghanistan and confirmed ISAF will conclude at the end of 2014 as planned. It states the ANSF have demonstrated they are an effective force and will assume full responsibility for security, although many challenges remain.

5.1 Post-2014 engagement

The Declaration outlined three strands to NATO's post-2014 engagement with Afghanistan:

1. Resolute Support Mission – as agreed at 2012 Chicago Summit, to train, advise and assist ANSF after 2014. The establishment of this new, non-combat mission is contingent on the signing of the US-Afghanistan Bilateral Security Agreement and NATO-Afghanistan Status of Forces Agreement. Resolution Support Mission should ideally be supported by a United Nations Security Council Resolution.
2. Financial support of ANSF - reaffirmation of 2012 Chicago Summit commitment to provide financial support ANSF through the Transformation Decade, with aim that Afghanistan should assume, no later than 2024, full financial responsibility for its own security forces. The Oversight and Coordination Body will be strengthened, as will the funding mechanisms established since Chicago. Realising the full promise of the pledges made with require transparency, accountability and cost-effectiveness of the relevant international funding mechanisms. Afghan Government encouraged to continue and strengthen efforts to fight corruption. ANSF force structure and capabilities to be reviewed to achieve a sufficient and sustainable force.
3. NATO-Afghanistan Enduring Partnership – reaffirmation of the 2010 Lisbon Summit commitment to the NATO-Afghanistan Enduring Partnership.

The total number of troops for the Resolute Support Mission have not yet been finalised, Anders Fogh Rasmussen said in a press briefing at the summit, and NATO is in the process of generating forces for the training mission.²⁶

5.2 Status of Forces Agreement

NATO needs to agree a Status of Forces Agreement (SOFA) with the Afghan Government to govern the presence of NATO troops in the country from 2015 onwards. Discussions between NATO and the Afghan Government formally began in December 2013 but the SOFA is dependent on the signing of a US-Afghan Bilateral Security Agreement (BSA). No agreement was secured with President Karzai. Both candidates in the recent Presidential election committed to signing the BSA but electoral disputes over the results of the election have delayed any signature. The UK Foreign Secretary, Philip Hammond, said on 9 September 2014 that “our working assumption for now is that it will be put in place within the next few weeks.”²⁷

Without a Status of Forces Agreement, no Western forces will remain in Afghanistan. Anders Fogh Rasmussen warned of this in February 2014:

If the Bilateral Security Agreement is not signed, we cannot conclude the Status of Forces Agreement. And without the necessary legal framework, there simply cannot be a deployment after 2014. No security agreement. No troops and trainers. These are the hard facts.²⁸

He repeated this warning at the Summit:

Without a signature, there can be no mission. Although our military commanders have shown great flexibility in their planning, time is short. The sooner the legal framework is in place, the better.²⁹

Implications for UK troop presence

The lack of a SOFA has implications for the timetable to withdraw troops currently deployed in Afghanistan.

Philip Hammond, then Defence Secretary, explained earlier this year that “we cannot operate without a status of forces agreement that will protect our own forces from exposure to Afghan judicial processes. We must be able to deal with forces’ discipline issues ourselves, and to assure any forces we put into theatre that they will not be subject to local jurisdiction; without that, we will not be able to operate.”³⁰

The UK is planning on withdrawing the vast bulk of its forces by the end of 2014, though some will remain in either a training or logistical capacity. The UK is the lead nation for the Afghan National Army Officer Academy and anticipates having some personnel deployed in a training and advisory capacity.

However, Philip Hammond told the Defence Committee that without a Status of Forces Agreement every single British soldier must be out of Afghanistan on or before 31 December

²⁶ [Press Conference by the NATO Secretary General Anders Fogh Rasmussen following the meeting on Afghanistan at the level of Heads of State and Government - Opening remarks](#), 4 September 2014

²⁷ HC Deb 9 September 2014 c768

²⁸ “ISAF Ministers discuss Afghan mission progress and post-2014 planning”, *NATO News*, 27 February 2014

²⁹ [Press Conference by the NATO Secretary General Anders Fogh Rasmussen following the meeting on Afghanistan at the level of Heads of State and Government - Opening remarks](#), 4 September 2014

³⁰ HC Deb 10 February 2014 c591

2014. He said in order to do that “we would have to have the bulk of the current force out by the end of October to deal with the logistics tail, packing up the last kit and extracting our last presence in the Kabul and Kaga area.”³¹ He said a plan exists to enable that to happen and that plan will only be stood down when the Afghan Government has signed the Status of Forces agreement. When asked when a decision has to be made, Mr Hammond said “If we get to the middle of September and we still have not got clarity that the SOFA will definitely be signed, it will start to become very difficult.”³²

Mr Hammond, speaking in his new role as Foreign Secretary, said on 9 November 2014 “practical decisions have to be taken by the UK and other countries in order to get our forces out by 31 December if an agreement is not in place, but our working assumption for now is that it will be put in place within the next few weeks.”³³

The UK has steadily decreased its force level from around 9,000 at the beginning of 2013 to 3,906 in September 2014.³⁴ There will be no British personnel in a combat role in Afghanistan by the end of 2014. Foreign Secretary Philip Hammond outlined the force presence that will be in Afghanistan from 2015 onwards:

The force that we leave behind will be focused around the training force in the Afghan national army officer academy, the life support troops working with them, the force protection element around that, and a detachment of engineers to support the small helicopter lift capability that we will need to retain in order to get people safely in and out of the officer academy.³⁵

453 British forces personnel have died while serving in Afghanistan, as of 11 September 2014.

6 Transatlantic Bond and collective defence

Renewing the transatlantic relationship is a recurring theme at NATO Summits and this time was no exception. The *Wales Declaration on the Transatlantic Bond*³⁶ reaffirmed NATO’s core purpose: to guarantee the security of its members through collective defence.

The declaration highlights actions taken by Allies at the summit to prepare the Alliance for the future, in the face of “serious crises which affect security and stability to NATO’s east and south” and at a time “when our vision of a Europe whole, free and at peace faces multiple challenges.”

The Declaration states “the Alliance poses no threat to any country. But should the security of any Ally be threatened we will act together and decisively, as set out in Article 5 of the Washington Treaty.”

The declaration highlights not only the key agreements of the Summit but also addresses some of the concerns of the United States regarding both the level of defence spending and the willingness and ability to deploy forces among European Allies.

³¹ Defence Committee, *Towards the next Defence and Security Review: Part two*, 9 July 2014, HC358, q318

³² *Ibid*, q 319

³³ HC Deb 9 September 2014 c768

³⁴ [ISAF placement](#), 3 September 2014

³⁵ HC Deb 9 September 2014 c770

³⁶ The Wales Declaration on the Transatlantic Bond, NATO Summit, 5 September 2014

The Declaration cited the Readiness Action Plan; the strengthening of military capabilities; the agreement to reverse the trend of declining defence budgets and aim to move towards the 2% of GDP within a decade and the commitment to display the political will to provide the capabilities and deploy forces when they are needed. These decisions:

Will further strengthen the Transatlantic Bond, enhance the security of all Allies and ensure a more fair and balanced sharing of costs and responsibilities. We welcome efforts both by NATO Allies and EU members to enhance their defence capabilities and, in this respect, we support continuing close cooperation and complementarity between the two organizations. A stronger European Defence will contribute to a stronger NATO.

The Declaration concluded:

We reaffirm our continuing and unwavering commitment to defend the populations, territory, sovereignty, and shared values of all Allies in North America and Europe and to meet challenges and threats from wherever they may emanate. With our decisions here in Wales the North Atlantic Alliance will remain the bedrock of our collective defence.

7 New Secretary General

Jens Stoltenberg, the former Prime Minister of Norway, will succeed Anders Fogh Rasmussen as Secretary-General of NATO on 1 October 2014. He will be the first Norwegian to serve as Secretary-General.

8 Other issues raised at the Summit

The lengthy Summit Declaration touched on a wide-range of issues. This section provides a brief overview of these, in the order in which they appear in the Declaration (with the exception of those already discussed above):

Ready to support **Libya** with advice on defence and security institution building

Prepared to explore with countries in the **Sahel** how NATO can contribute to addressing the challenges they face (terrorism; arms, drugs and people trafficking)

Fully committed to the stability and security of the **Western Balkans** region. Welcomes **Serbia's** progress in building a stronger partnership with NATO; welcome progress achieved in **Kosovo**; Commend the Kosovo Force (**KFOR**), NATO to consider a possible change in its force structure, any reduction in troops will be measured against clear benchmarks and indicators which will remain conditions-based and not calendar-driven; Continue to assist the Kosovo Security Force.

Operation Active Endeavour in the Mediterranean to continue; **Operation Ocean Shield** (counter-piracy off the coast of Somalia) to continue until the end of 2016.

Deterrence remains a core element of NATO's overall strategy: as long as nuclear weapons exist, NATO will remain a nuclear alliance

Missile defence: NATO agreed at its 2010 Lisbon Summit to develop a NATO Ballistic Missile Defence capability and at the 2012 Chicago Summit declared the achievement of an Interim BMD capability as an operational significant first step. NATO Interim BMD is operational capable across Southern NATO Europe. The deployment of Aegis Ashore in Deveselu, Romania, is on track to be completed in the 2015 timeframe. Aegis Ashore will be offered to NATO. Notes that BMD-capable Aegis ships deployed to Rota, Spain. Several Allies are developing or are acquiring further BMD capabilities that could become available to the Alliance.

The aim remains to provide NATO the Alliance with a NATO operational BMD that can provide full coverage and protection for all NATO European populations, territory, and forces, based on voluntary national contributions, including nationally funded interceptors and sensors, hosting arrangements, and on the expansion of the Active Layered Theatre ballistic Missile Defence capability.

NATO missile defence is not directed against Russia and “will not undermine Russia’s strategic deterrence capabilities.” NATO missile defence is intended to defend against potential threats emanating from outside the Euro-Atlantic area.

NATO Council to prepare a comprehensive report on progress and issues to be addressed for the future developments of the NATO BMD capability by the next summit.

Reaffirms commitment to **conventional arms control**, calls on Russia to fully adhere to its commitments, for example the Conventional Armed Forces in Europe Treaty.

Reaffirm commitment to delivering **NATO Forces 2020**, fulfilling pledge made at 2012 Chicago summit. The Readiness Action Plan complements and reinforces NATO Forces 2020.

Defence Planning Package agreed to further enhance capabilities. This has a number of priorities, including enhancing and reinforcing training and exercises; command and control, including for demanding air operations; intelligence, surveillance and reconnaissance; NATO’s ballistic missile defence capability; cyber defence; improving the robustness and readiness of our land forces for both collective defence and crisis response. Package agreed “in order to inform our defence investments and to improve the capabilities that Allies have in national inventories.”

Joint Intelligence, Surveillance and Reconnaissance (JISR) initiative launched at 2012 Chicago Summit is on track to deliver an initial operational capability to support NATO operations and NATO Response Force rotations from 2016 onwards. **Alliance Ground Surveillance Capability** will become available for operational deployment in 2017. NATO’s Airborne Early Warning and Control Force will continue to be modernised.

Smart Defence Initiative: ever growing number of multinational projects have been set up. Specifically, two groups of Allies have agreed to work on the availability of air-to-ground Precision Guided Munitions and on the provision of a deployable airbase capability.

Endorsed the **NATO Framework Nations Concept:** groups of Allies coming together to work multi-nationally for the joint development of forces and capabilities required by the Alliance, facilitated by a framework nation. **Germany** is the framework nation for a group of ten allies focusing on capability development, initially concentrating on areas of logistics support; chemical, biological, radiological and nuclear protection; delivering fire-power from land, air,

and sea; and deployable headquarters. **UK** is the framework nation to lead a group of seven Allies to establish the Joint Expeditionary Force, a rapidly deployable force capable of conducting the full spectrum of operations, including high intensity operations. **Italy** is the framework nation to lead a group of six Allies on improving a number of capability areas, including stabilisation and reconstruction, provision of enablers, usability of land formations, and command and control. Two allies will establish a **Combined Joint Expeditionary Force** from 2016.³⁷

Endorsed a **Connective Forces Initiative Package** consisting of six deliverables, including exercise Trident Juncture 2015, with 25,000 personnel to be hosted by Spain, Portugal and Italy; a broader and more demanding exercise programme from 2016 onwards; and a deployable Special Operations Component Command headquarters.

Ensure NATO's Smart Defence and **EU's Pooling and Sharing** initiatives are complementary and mutually reinforcing.

Intensify and expand implementation of the **Alliance Maritime Strategy**. Reinvigorate NATO's Standing Naval Forces.

Endorsed an enhanced **Cyber Defence Policy** and affirm that cyber defence is part of NATO's core task of collective defence. A decision as to when a cyber attack would lead to the invocation of Article 5 would be taken by the North Atlantic Council on a case-by-case basis.

Committed to developing further national cyber defence capabilities and will develop the NATO cyber range capability.

Recognises the importance of inclusive, sustainable, innovative and global competitive **defence industries**, including small and medium-sized enterprises, to develop and sustain national defence capabilities and the defence technological and industrial base in the whole of Europe and in North America.

Proliferation of **nuclear weapons** and other **weapons of mass destruction** continues to present a threat to NATO's populations, territory and forces. Addressed Iran and the Democratic People's Republic of Korea. Reaffirmed support for the nuclear non-proliferation treaty and the upcoming 2015 NPT Review Conference.

Reaffirm commitment to fight **terrorism**.

Partnerships are essential to the way NATO works. Pledge to strengthen the political dialogue and practical cooperation with partners. Reaffirm commitment to the **Mediterranean Dialogue** and **Istanbul Cooperation Initiative**, and **Berlin Partnership Policy**.

Look to **further develop relations** with regional and international organisations such as the Arab League and the Gulf Cooperation Council.

Adopted a **Partnership Interoperability Initiative**, building on bonds forged in Afghanistan between Allied and partner nations' armed forces. Launched the **Interoperability Platform**.

Launched a **Defence and Related Security Capacity Building Initiative** to reinforce commitment to partner nations and to help the Alliance project stability without deploying

³⁷ They are not named in the Declaration but the two are the UK and France

large combat forces. Initiative extended to **Georgia, Jordan** and the **Republic of Moldova**. Reaffirms NATO's readiness to provide defence and related security capacity support for **Libya** when conditions permit.

Established a permanent position of NATO Special Representative for **Women, Peace and Security**.

Committed to implementing UNSCR 1612 and related resolutions on the **protection of children affected** by armed conflict.

Open Door policy: NATO's door "will remain open to all European democracies which share the values of our Alliance, which are willing and able to assume the responsibilities and obligations of membership, which are in a position to further the principles of the Treaty, and whose inclusion will contribute to the security of the North Atlantic area. We reaffirm our strong commitment to the Euro-Atlantic integration of the partners that aspire to join the Alliance, judging each on its own merits. Decisions on enlargement are for NATO itself."

- Endorsed a substantial package for **Georgia**, which will help Georgia advance in its preparations towards membership in the Alliance.
- Agreed to open intensified and focused talks with **Montenegro**, and for Foreign Ministers to assess Montenegro's progress no later than by the end of 2015 with a view to deciding on whether to invite Montenegro to join the Alliance.
- Reiterate invitation to the **Former Yugoslav Republic of Macedonia** to join the Alliance as soon as a mutually acceptable solution to the name issue has been reached within the framework of the UN. Continue to fully support the membership aspirations of Bosnia and Herzegovina.
- Encourage the leadership of **Bosnia and Herzegovina** to take the necessary steps in that regard so that its first MAP cycle can be activated as soon as possible.³⁸

Enhance cooperation with partner nations and other actors, including the **European Union**, the **OSCE**, the **United Nations** and the **African Union**.

NATO closely follows developments in energy security and will consult on and further develop NATO's capacity to contribute to **energy security**. Cited other environmental and resource constraints, like health risks, water scarcity, as areas of concern to NATO.

Reform Programme agreed at 2010 Lisbon Summit has continued, and driven financial reform, but ongoing initiatives still to be fully delivered and further efforts will be required. Further work has been tasked in areas of delivery of common funded capabilities, reform governance and transparency and accountability. A report on progress on these reforms by the time of the next Summit.

Next summit to be held in Poland in 2016.

³⁸ These are the four countries that aspire to join NATO: Georgia, Montenegro, the former Yugoslav Republic of Macedonia and Bosnia and Herzegovina

9 Armed Forces Covenant

NATO allies agreed the Armed Forces Declaration at the summit. This was a UK initiative for a NATO style military covenant mirrored on the UK's Armed Forces Covenant.

In the United Kingdom, the Armed Forces Covenant is described as a statement of the moral obligation which exists between the nation, the Government and the Armed Forces. It was published in May 2011 and its core principles were enshrined in law, for the first time, in the Armed Forces Act 2011. It applies to all three services. The Covenant articulates the view that the nation has a moral obligation to members of the Armed Forces Community in return for the sacrifices they make.

NATO's [Armed Forces Declaration](#) recognises the contribution that men and women in the armed forces make, and sets out a commitment to support them and their families. Specifically, the declaration states:

We value the service and respect the commitment of each nation's Armed Forces personnel and their families. They must know that their sacrifices are not forgotten when they return home, that they will continue to be looked after if they are wounded and when they retire, and that their families will continue to be supported if they are killed. We affirm the importance we collectively attach to this, and commend the efforts being made across the Alliance to maintain and strengthen the bonds between our Armed Forces and the societies from which they come. We will seek to enhance the sharing of best practices and lessons learned in support of our Armed Forces personnel and their families, including on our national approaches to providing medical care to injured personnel and support to families.

Appendix: Relevant documents

UK Government website:

[NATO Summit Wales 2014: announcements and documents](#)

- [Nato Summit 2014: Wales Summit Declaration](#)
- [NATO Summit 2014: Armed Forces Declaration](#)
- [NATO Summit 2014: Joint Statement of the NATO-Ukraine Commission](#)
- [Wales Summit Declaration on Afghanistan](#)

[Prime Minister's statement on the NATO Summit and debate](#), 8 September 2014

NATO website:

[NATO Wales Summit 2014: chronology of events and documents](#)

House of Commons Library:

[Ukraine: towards a frozen conflict?](#), SN06978, 9 September 2014

[Iraq, Syria and ISIS - recent developments](#), SN06977, 9 September 2014

[Military and Humanitarian Assistance to Iraq](#), SN06960, 8 September 2014

[NATO Summit Wales 2014](#) (preview), SN06947, 25 July 2014

[NATO: The Chicago Summit](#) (preview), SN06325, 14 May 2012

[NATO summit 2010](#), SN05788, 2 December 2010