



**UNODC**

United Nations Office on Drugs and Crime



**NACTA**

National Counter  
Terrorism Authority  
Pakistan

**Threat  
Assessment**

**NACTA THREAT ASSESSMENT TEMPLATE**

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**AND**

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**GROUP PROFILING COMPENDIUM**





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## NACTA Threat Assessment Template

In the war against terror, a correct threat assessment is of paramount importance for mounting proactive response by any government. With the same in view, the Government of Pakistan established the institution of NACTA (National Counter Terrorism Authority) in 2009 to eliminate terrorism from the country. The NACTA Act was passed by Parliament in 2013, laying down the mandate of the institution; with formulation of terrorism related national threat assessment being the first and foremost task.

NACTA, assisted by UNODC, held a number of in-house discussions and two training workshops for its stakeholders in October 2017 and April 2018 respectively to finalize the form, format, and template of threat assessment in accordance with its official interactions with other stakeholders and departments.

The threat assessment template agreed upon during these workshops is being reproduced in the ensuing paragraphs for record, and for the benefit of those who could not attend the training sessions. It is pertinent to mention here that this template is merely a checklist to highlight necessary headings/subjects which assist in formulating the objective threat assessments. However, concerned officials may follow or amend the template depending upon their individual style of writing/analyzing any subject matter.





## NACTA Threat Assessment Number/Year (e.g. 1/2018)

### 1. **Introduction:**

Writer may use this paragraph to introduce the subject, provide background, or briefly mention strategic framework of threat assessment; with types of external and internal threats to the state.

### 2. **Aim:**

of the paper/threat assessment in clear and concise terms.

### 3. **Environment:**

Environment is an important heading/paragraph of the threat assessment, which provides an insight to policy makers on various options available to them under the prevailing environment. Environments are generally discussed as Global/International, Regional, and Internal as highlighted in the following paragraphs. Besides necessary facts and figures, Environment should mainly focus on important major conclusions, which may help define the response strategy at national level.

- a. **Global/International Environment:** A brief review of the global environment with regard to terrorism, broad global configuration/ alignment vis-a-vis our own standing in the global arena. Global terrorist organizations affecting our internal scene directly or indirectly may also be mentioned here.
- b. **Regional Environment:** A review of regional environment affecting own and terrorists' options. Potential for political, financial, or any other kind of support for both sides. Any regional terrorist organizations influencing our own internal scene.
- c. **Internal Environment:** A review of our own and terrorists' internal scene, psycho-social and economic conditions and public will etc. Particular attention be paid to the following factors and their impacts on our own strategic options to handle the situation: -
  - (1) **Physical Environment:** Terrain, weather, climate, transportation, communication infrastructure etc. available for terrorists and government forces.
  - (2) **Human Environment:** Demographic distribution, social structure, economic factors, political culture/system, and public perception/will etc.

4. **Threat Spectrum:** All threats (i.e. any individual, entity, occurrence, action, or inaction likely to cause damage, harm, loss, or destruction of any asset) can be discussed here in detail under following headings: -
- a. **Present Threats:** Current threats, threat actors and factors etc. can be described here. For the purpose of clarity, these threats can be further subdivided into various group headings e.g.: -
- (1) **Group A, B, C, and D etc.:** Each group may be given a brief treatment here and detailed descriptions may be appended as annexes. Suggested format for the detailed description of each group is attached as Annexure A.
  - (2) **Individuals:** Any individuals likely to pose threat.
  - (3) **Any other Threat Actors/Factors:** Threats which do not fall under the above mentioned headings can be discussed here.
- b. **Potential Threats:** Trends, tendencies, individuals, and groups etc. which can prove to be threats in future may be described and discussed here. Some examples are as under: -
- (1) State of weaponisation in society.
  - (2) Availability of dangerous materials. How easily are dangerous materials available in society?
  - (3) Collective social behaviours and societal norms: such as apathy, level of concern or regard for human values, state and standard of education, level of violence and frustration in society etc.
  - (4) Common crime rate and tendency of organized crimes.
  - (5) Extensive right or left tendencies in society.
  - (6) State of polarization, indicators of hate material, hate mongering in society.
  - (7) Subversive propaganda/material etc.
  - (8) Any organization, cults, or party which may pose a threat in future.
5. **Analysis/Major Conclusions:** Under this paragraph, the threat of terrorism may be analyzed to bring out relevant conclusions which can help to decide upon response strategy against terrorism such as: -
- a. **Conceptual Contours of Terrorism:** Efforts be made to clearly discern the following:-
- (1) Ideological base of terrorism (Religious Sentiments, Hate, Ethnic, Linguistic, Separatism etc.).

- (2) Political construct of terrorism: (Anarchist, Egalitarian, Traditionalist, Secessionist, or Preservationist etc.).
- (3) End goals/objectives/design of terrorism/terrorists.

b. **Dominant Characteristics of Terrorism**

- (1) **Forms of Warfare being used by Terrorists:** Sporadic terrorism incidents, guerilla warfare, or any other form of warfare.
- (2) **Strategic Approaches being used by Terrorists:** Which strategic approach is being followed by terrorists from the following?
  - (a) Conspiracy (focussing on internal coups or takeover of organizations/government),
  - (b) Militancy.
  - (c) Urban Warfare.
  - (d) Forces Focused Strategy.
  - (e) Strategy of Protracted Operations (popular war).
- (3) **Weapons, Explosives, and Tactics used by Terrorists:** i.e. assassinations, bombings, tossing grenades, arson, torture, mutilations, hijacking, and kidnapping etc.
- (4) **Political Means** used or likely to be used by terrorists, which may be any of the following means: -
  - (a) Selective - Where small elite terrorist groups threaten or carry out violent acts.
  - (b) Mobilizational - Where terrorist elites attempt to actively involve large segments of the population for their cause.
  - (c) Selective means evolving into mobilizational means.
- (5) **Public Sentiment/Support:** For whom, for terrorists or government forces/actions.
- (6) **Liberty of Action:** Degree of liberty of action enjoyed by terrorists and government forces.
- (7) **Summary of Present and Potential Terrorism Related Threats:** With at minimum the following details: -
  - (a) Assets likely to be targeted by terrorists.
  - (b) Terrorists' High Value Terrorists/leadership.
  - (c) Centre of gravity of terrorism/terrorists.
  - (d) Likely terrorist harbor areas/sanctuaries.

- (e) Terrorism: contributory factors.

6. **Recommendations/Way Forward/Suggestions:**

Under this heading, Recommendations or suggestions for the way forward may be solicited for response, which may include the following: -

- a. Areas needing attention.
- b. Policy needs (requirement of new policies, policies needing revision/improvement).
- c. Laws needing attention.
- d. Suggested response strategy.
- e. Force requirements; with special reference to force developmental and employment strategies.

## Annexure A

### NACTA Group Profile Compendium

- 1. Security Classification:** *Security classification of the report.*  
Example – TOP SECRET
- 2. Released to:** *Recipients of the report – in most cases this should consist of a general NACTA distribution list consisting of all CTDs and other law enforcement stakeholders.*  
Example – REL TO: NACTA, CTD-1, CTD-2, CTD-3
- 3. Submitting Agency:** *The agency submitting the report.*  
Example – Report Submitted by: NACTA-JID
- 4. Associated Files/Operations:** *A brief listing of ongoing efforts targeting the group, and the agency responsible.*  
Example – Projects by two Provincial CT units, Immigration, Security INTEL
- 5. Group Name:** *Name of the group or sub-group that is the subject of the report.*  
Example – Subject Terrorist Group – Satellite Branch (STG-S).
- 6. Rationale for Submission:** *A brief paragraph articulating why this group was submitted as a threat.*  
Example – Rapid emergence of STG-S in country and high profile attack.
- 7. Overview:** *A high-level backgrounder describing the group and its current activities.*  
Example – STG-S is an offshoot of STG-Core, based in Countries B and C, which are located in the Middle East & North Africa (MENA). STG-S has established a domestic presence in Country A and in neighbouring regions. Local groups have pledged allegiance, and STG-S has been successful in carrying out a recent major attack against Country A security forces.
- 8. Associated Groups:** *A listing of other groups that may have an alliance, or are otherwise affiliated with, the group.*  
Example –

- ◆ Received pledges of allegiance from some, but not all, of Local Group A.
- ◆ Uses Facilitation Group B to move people, and funds, on occasion.
- ◆ Has symbiotic relationship with Crime Group A (extracts 'taxes' in exchange for protection).
- ◆ Ongoing communication and exchange of funds with STG-Core. Main leadership personalities gradually moving to STG-S.

9. **Conflicts:** *A listing of groups that are in conflict with the target group*

Example –

- ◆ STG-S has had defections to Local Group B, and minor gunfire exchanges.

10. **Areas of Operation:** *The geographical areas where the group has a presence.*

Example –

- ◆ STG-S has a physical presence in South East areas of Country A.
- ◆ STG-S also has a heavy presence in Neighbouring Country.
- ◆ Close associates are located in MENA/Central Asia.

11. **Activities/Modus Operandi:** *The activities, tactics, techniques, and procedures engaged in by the group, and the key operational individuals/entities involved.*

Example –

- ◆ Vehicle-Bourne Improvised Explosive Devices – Conducted by STG-S Foreign Fighter Battalion.
- ◆ Suicide Bombing – Conducted by STG-S Foreign Fighter Battalion.
- ◆ Assassinations – Conducted by legacy membership of Local Group A.
- ◆ Kidnappings for Ransom – Use of a similar tactic imported from a conflict zone.
- ◆ STG-S typically conducts attacks against (security forces, members of Minority Group A, members of Rival Group A).

12. **Incidents of Note:** *An overview of major attacks conducted by the group, successful enforcement against the group, or other significant events.*

Example –

- ◆ Suicide bomb attack targeting polling station during elections (assessed motivation to destabilize government and discredit electoral results).

- ◆ VBIED attack on police station (assessed motivation to gain credibility domestically and demonstrate capabilities).
- ◆ Major raid by Country A security forces resulting in capture of a cell leader (assessed impact of temporarily degrading the cell's capability to raise funds and conduct external operations).

13. **Fundraising:** A paragraph describing fundraising/financial structure of the group if known, and the individuals/entities involved.

Example –

- ◆ Remittances from STG-Core, using MENA money service businesses (MSBs) and a known facilitation network.
- ◆ Use of 'Taxes'/'Tolls'/'Protection' against local population.
- ◆ Funds from donation boxes affiliated to Local Group A.
- ◆ Proceeds from Kidnap for Ransom operations (with a potential secondary motivation of conducting prisoner swaps).
- ◆ Funds used to pay for living allowances of fighters/leadership, and payments offered to families of deceased fighters.
- ◆ "Financial Deputy" identified through HUMINT.

14. **Recruitment:** A paragraph describing the recruitment of new members to the group if known, and the individuals/entities involved.

Example –

- ◆ Three known individuals have been in contact with western foreign fighters online, on a specific Telegram Channel.
- ◆ STG-Core recruiter pushing prospective recruits to STG-S.
- ◆ Description of facilitation corridor (Running from Central Asia?).
- ◆ Heavy focus of senior leadership to recruit pre-existing local groups.
- ◆ STG-S/Core propaganda favours local attacks vs. travelling to join group.

15. **Training:** A paragraph describing the training activities of the group if known, and the individuals/entities involved.

Example –

- ◆ One known training facility teaching snipers/IED construction.
- ◆ Heavy reliance on experience from STG-Core and existing local groups.

16. **Key Membership (Name/Alias/ Date of Birth/ Role/ Selectors):**

- a. A listing of the known individuals involved with the group.
- b. 'Role' indicates the role performed in the group: such as leader, trainer, religious figure, recruiter, fund-raiser, bomb maker, etc.
- c. 'Selectors' include info such as addresses, telephone numbers, email addresses, user names in online social media, etc.

Example –

- ◆ (Terrorist name, followed by known alias).
- ◆ (Role in terrorist group – such as 'Head of Security Branch').
- ◆ (Photo or likeness).
- ◆ (Residence telephone number, mobile number, email address, social media user identification numbers).
- ◆ (Addresses, vehicles, etc.).

**Sample Organizational Structure of a Hierarchical Terrorist Group**

- ◆ Central Leadership
  - ◆ T1 – Figurehead/Operations
  - ◆ T2 - Ideologue
- ◆ Finance
  - ◆ T3
- ◆ Security (membership unknown)
- ◆ Intelligence
  - ◆ T4
- ◆ Media (membership unknown)
- ◆ Battalion A (from Local Group A)
  - ◆ T5
  - ◆ T6
- ◆ Battalion B (Foreign Fighters)
  - ◆ T7
- ◆ Training Camp
  - ◆ T8

17. **Businesses/Charitable Organizations:** *A listing of businesses or organizations that is associated with the group.*



Example –

- ◆ Money Service Businesses (address, contact details, nature of affiliation to group including identities of specific group members).
- ◆ Travel Agencies
- ◆ Schools
- ◆ Religious Institutions
- ◆ Transport Companies.

18. **Key Locations of Note:** *A listing of key locations if not listed in any above field.*

Example –

- ◆ Safe Houses
- ◆ Training Camps
- ◆ Bed-Down Locations
- ◆ Media Production Facilities
- ◆ Key towns/regions
- ◆ Border crossings/travel routes/smuggling routes.

19. **Strengths and Weaknesses:** *Major strengths and weaknesses of this particular group.*

Example –

- ◆ Strengths:
  - ◆ High level of operational experience
  - ◆ Strong brand and credibility
  - ◆ International Network
- ◆ Weaknesses:
  - ◆ Operational Losses
  - ◆ Targeted by international community
  - ◆ Poor current relationship with local groups communities
  - ◆ Identified Operational Vulnerabilities (known locations, etc.)

20. **Media/Propaganda:** *A summary of the media/propaganda activities of the group. This should include content creation, distribution channels, and target audience amongst other relevant factors.*

Example –

- ◆ Videos – Battlefield Propaganda from MENA

- ◆ Newsletters – one issue.
- ◆ Online forums/chat rooms – 3 Telegram groups.
- ◆ Images/Posters – one accompanying Newsletter.
- ◆ Leadership Statements - none.
- ◆ What are the channels? – Telegram, WhatsApp.
- ◆ What are the key messages? Increase individual efforts locally/Change from previous messaging.
- ◆ Key Personalities? Production Quality? Unknown/Downward Trend in Quality. Suspected Production Location.

21. **Assessment:** *A final analytical assessment of the group in accordance with NACTA SOPs/Threat Matrix.*

Example –

- ◆ Currently medium/high level threat, trending up.
- ◆ Overall moderate success conducting attacks against local security forces.
- ◆ Risk of group highly dependent on external factors.
- ◆ Membership composition is a key variable: could be indicative of group's future aims and goals.
- ◆ Intelligence Gaps? Opportunities?
- ◆ Adequate resources to target group?





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