NATO's RESILIENCE CONCERNS

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Abstract: In the dynamic landscape of global security, NATO's strategic framework places a great emphasis on resilience as an important element of deterrence and defence. This paper delves into the multifaceted nature of resilience within the NATO context, exploring its integration as both a principle and a practical commitment across the Alliance. Resilience, defined for the purposes of this article as the ability of societies to resist and rapidly recover from major shocks, extends beyond mere disaster response, encompassing a sophisticated blend of civil preparedness and military capacity. This approach is not only critical for NATO's collective security but also reflects the shared responsibility and commitment of member states to bolster individual and collective capabilities against a broad spectrum of threats.

In addressing the role of resilience in NATO's deterrence and defence posture, the paper examines key aspects, including the reliance on civilian resources for military logistics, the impact of NATO operations on national critical infrastructure, and the need for efficient coordination to prevent systemic failures. This is illustrated through various analytical tools such as the Ishikawa Diagram and SWOT analysis, which provide insights into the interconnected elements of resilience and the strategic challenges faced by NATO.

Keywords: resilience, government, NATO, deterrence, defence, civil resilience, preparedness.

1. Methodology

The methodology used in the current paper aims to provide a comprehensive and structured approach to examining NATO's resilience and civil preparedness, offering valuable insights into the Alliance's efforts to bolster the collective security and defence posture of its member states.

The main objective of the document is to analyse the evolution and key components of NATO's resilience policy and civil preparedness strategy. Recognizing that resilience and civil preparedness intersect with various disciplines, including security studies, emergency management, public administration, and information technology, the paper will adopt an interdisciplinary approach. By using the SWOT analytical method, I have tried to showcase not only the strengths and vulnerabilities of resilience in the allied deterrence and defence posture, but also the exploration of future challenges in resilience and civil preparedness that NATO may face, considering variables such as emerging security threats, technological advancements, and geopolitical shifts. This forward-looking analysis will

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help in understanding how NATO can adapt to remain relevant and effective. I have not referred to the EU as a relevant actor in resilience, even though it is, because the current paper focuses exclusively on the NATO perspective, while the EU resilience concerns will be addressed in a subsequent paper.

2. NATO's policy on civil resilience and preparedness

NATO embraces a well-defined policy regarding resilience and civil preparedness, which plays a crucial role in its collective defence and security strategy. Understanding civil preparedness means taking a deeper look at all the non-military measures taken and all the resources allocated to civilian entities during peacetime, so as to empower nations confronted with an enemy attack and to contribute more efficiently to the common war struggle[1]. Civil preparedness involves maintaining essential societal functions, guaranteeing fundamental supplies and services for the population, and ensuring the state's capability to respond effectively in times of crisis. It also entails the readiness of the private sector in allied countries to offer assistance to NATO military operations. As a fundamental component of the allies' resilience, civil preparedness plays a decisive role in facilitating the collective defence of the alliance. While civil preparedness remains a national responsibility, NATO can support Allies in assessing and, upon request, enhancing their civil preparedness[2].

NATO's policy on resilience and civil preparedness is comprehensive, dynamic, and decisive for the collective security of its members. It encompasses a broad range of measures aimed at ensuring that both military and civilian aspects of society are robust, adaptable, and ready to face current and future challenges. Through ongoing assessment, collaboration, and adaptation, NATO continues to strengthen the resilience of the Alliance, ensuring it remains prepared for a diverse array of security threats.

2.1. NATO's Strategic Shift Towards Civil Preparedness and Collective Defence

The recent emphasis on the necessity for resilience via civil preparedness is attributed not solely to the transformation in the nature of conflict, but also to the contemporary manner in which conflicts target a much broader spectrum of targets within states and societies. Moreover, military forces under NATO are increasingly dependent on civilian resources to facilitate swift deployment and support operations throughout the alliance's territories. However, the prolonged and excessive reliance on the capabilities

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[1] CCOE (Civil-Military Cooperation, Centre of Excellence), *Resilience through Civil Preparedness*, *A CCOE Info Sheet*, available at www.cimic-coe.org/resources/fact-sheets/resilience-through-civil-preparedness.pdf, accessed on 05.06.2024;

[2] NATO, *Warsaw Summit Communiqué*, 2016, available at www.nato.int/cps/en/-natohq/official_texts_133169.htm, accessed on 05.06.2024;

of the private sector has resulted in deficiencies within the alliance's capacity to adequately sustain military operations. This suggests that over-relying on private sector resources and services for military operations has weakened the alliance's own abilities to effectively support and maintain its military efforts. This dependence might have led to gaps in the alliance's self-sufficiency, potentially compromising its operational readiness and effectiveness.

In NATO's Madrid Summit (2022), the "fundamental shift to our deterrence and defence" was being based on three pillars[3]:

* <u>more forward deployed combat formations</u>: NATO allies committed to scaling up the existing multinational battle-groups to brigade sized formations, although only "where and when required." This comprised a notable increase in US troops, including a Brigade Combat Team in Romania, supplementary rotational deployments to the Baltics, permanently basing the 5th Corps headquarters in Poland and a commitment to work towards division-level NATO command structures in the Baltics, such as the United Kingdom's support to Estonia[4].

* <u>more high-readiness forces</u>: NATO response forces ought to increase from 40,000 to 300,000. This is based on a new NATO Force Model comprising two tiers of high-readiness forces: 100,000 forces at up to a 10-day readiness to deploy (compared to the previous model of 40,000 at 15 days), and 200,000 forces up to 30 days[5]. For the first time since the Cold War, NATO will have "forces pre-assigned to defend specific Allies", allowing them to refine contingency plans and become more acquainted with the local territory (France is ready to deploy a brigade to Romania on short notice, while the United Kingdom has assigned a brigade to Estonia)[6].

* <u>more pre-positioned equipment</u>: To increase the credibility of NATO's "deterrence by reinforcement" model, allies settled to pre-position military equipment, stockpiles, and facilities in frontline nations[7]. This will be backed-up by forward-deployed enabling forces, such as air defence units, strengthened command and control, and preassigned forces[8].

The strategic enhancements articulated at the NATO Madrid Summit in 2022[9] underscore a pivotal recalibration of the Alliance's deterrence and

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[3] NATO a., *Doorstep statement by NATO Secretary General Jens Stoltenberg at the start of the 2022 NATO Summit*, 2022, available at www.nato.int/cps/en/natohq/-opinions_197294.htm;

[4] CSIS (Centre for strategic and International Studies), *What Happened at NATO's Madrid Summit?*, 2022, available at www.csis.org/analysis/what-happened-natos-madrid-summit, accessed on 05.06.2024;

[5] Idem.

[6] Idem.

[7] Idem.

[8] Idem.

[9] NATO b., *Madrid Summit Declaration*, 2022, available at www.nato.-int/cps/en/natohq/official_texts_196951.htm, accessed on 05.06.2024;

defence posture, emphasizing the augmentation of forward-deployed combat formations, the expansion of high-readiness forces, and the pre-positioning of military equipment. These measures collectively represent a comprehensive effort to bolster NATO's military capabilities across various domains, ensuring a robust, agile, and responsive framework capable of addressing emergent threats and challenges. This military fortification, while crucial, forms just one aspect of the broader spectrum of resilience and preparedness that NATO seeks to achieve.

Transitioning from the military to the civil sphere, the concept of civil preparedness emerges as an equally vital component of NATO's overarching strategy for resilience. Recognizing the intrinsic link between military readiness and civil stability, NATO has placed a significant emphasis on ensuring the continuity of government, essential services, and civil support to military operations. These core functions of civil preparedness[10] are underpinned by the seven Baseline Requirements for national resilience against which Allies can measure their levels of preparedness[11].

These *seven baseline requirements* for civil preparedness were established during the Warsaw Summit in 2016, where Allied leaders committed to enhancing resilience, by striving to achieve the following[12]:

* assured continuity of government and critical government services (the ability to make, communicate and enforce decisions in a crisis);

* resilient energy supplies (back-up plans and power grids, internally and across border);

* ability to deal effectively with uncontrolled movement of people (able to deconflict the movements from NATO's military deployments);

* resilient food and water resources (ensuring the supplies are safe from disruption or sabotage);

* ability to deal with mass casualties (ensuring that civilian health systems can cope and that sufficient medical supplies are stocked and secure);

* resilient civil communications systems (ensuring that telecommunications and cyber networks function even under crisis condition, with sufficient back-up capacity);

* resilient civil transportation systems (ensuring that NATO forces can move across alliance territory rapidly and that civilian services can rely on transportation networks, even in a crisis)[13].

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[10] NATO a., *Resilience, civil preparedness and Article 3*, 2023, available at www.nato-.int/cps/en/natohq/topics_132722.htm, accessed on 05.06.2024;
[11] Idem.
[12] Idem & CCOE (Civil-Military Cooperation, Centre of Excellence), *op.cit., loc.cit.*;
[13] Mikael Karlsson, *MW Group and NATO's seven baseline requirements*, 2024, la mw.group/mw-group-and-natos-seven-baseline-requirements/, accesat la data de 05.06.2024 & CCOE (Civil-Military Cooperation, Centre of Excellence), *op.cit., loc.cit.*;

NATO has clarified that Civil Preparedness is not a standalone discipline within its framework. Owing to its significant Civil-Military connections, it will be integrated into the Civil Military Cooperation (CIMIC) discipline[14].

All these requirements aim to fortify civil infrastructure and services against disruptions, ensuring that governments can function, populations are supported, and military operations are facilitated even under adverse conditions. Thus, the synergy between the military enhancements discussed at the Madrid Summit and the civil preparedness initiatives underscore NATO's holistic approach to security and resilience, weaving together the fabric of military strength with the threads of civil stability to create a comprehensive defence posture that is both robust and adaptable.

The former Civil Emergency Planning Committee (CEPC), instituted in 1950 and situated at the NATO Headquarters in Brussels, transformed recently into the Resilience Committee, serves as the principal advisory entity within NATO concerning matters of civil defence[15]. In 2016, the CEPC executed two confidential assessments focused on the status of resilience within NATO and the methodologies for augmenting resilience via civil preparedness[16]. Following this, the CEPC undertook a comprehensive analysis to pinpoint the predominant security challenges facing NATO. Subsequently, these identified threats were transformed into benchmark requirements for national resilience through the implementation of Civil Preparedness strategies.

NATO's resilience and civil preparedness policy focuses on ensuring that Allies are prepared to respond effectively to a wide range of security challenges, including military attacks, natural disasters, and man-made crises. Here are the key aspects of NATO's policy on resilience and civil preparedness[17]: *resilience as a core principle of collective defence; public communication and awareness; civil preparedness and civil-military cooperation; sharing of best practices and joint exercises; enhanced coordination with international organizations; support for allied and partner countries; incorporating technological innovations and last, but not least, focus on hybrid threats and cyber security*.

One of the key aspects of NATO's policy on resilience is the ***collective defence resilience***, which refers to the ability of a nation to withstand and recover from a broad spectrum of threats and challenges. NATO emphasizes that the resilience of each member country contributes to the overall strength and preparedness of the Alliance. NATO's conception of resilience is not a novel concept, as it traces its origins to Article 3 of the NATO Founding

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[14] CCOE (Civil-Military Cooperation, Centre of Excellence), *op.cit., loc.cit.*;
[15] Idem.
[16] Idem.
[17] Idem.

Treaty. The article stipulated the need for the establishment of both individual and collective capacities to withstand armed aggressions, thereby serving as the cornerstone for the principles of collective defence within NATO. Therefore, each NATO member country needs to be resilient in order to endure a major shock as a natural or anthropic disaster, failure of critical infrastructure or essential services, or even a hybrid or armed attack[18]. In this sense, the individual commitment of every ally to preserve and fortify its resilience reduces the vulnerability and weaknesses of NATO as a whole. A resilient country is less attractive as a target and consequently contributes to the alliance's integral security.

Another key aspect of NATO's policy on resilience and civil preparedness is *public communication and awareness* which underlines the significance of effective public communication strategies to ensure population awareness and preparedness in times of crisis. In this context, efforts are made to educate the public on resilience measures and to maintain trust and cooperation between governments and their citizens[19].

Civil preparedness and civil-military cooperation represent some other key aspects for NATO in the context of resilience and a critical enabler for the Alliance's collective defence. Also rooted in Article 3 of the Washington Treaty, national and collective resilience are an essential basis for **credible deterrence and defence**, and are therefore vital to NATO's efforts to safeguard its societies, populations and shared values[20] [21].

The *sharing of best practices and conducting joint exercises* within NATO play a critical role in enhancing the Alliance's operational effectiveness, unity, adaptability, and overall contribution to global security. This kind of actions is a very significant step in order to show the meaning of collective defence and of identified lessons. Hence, NATO conducts joint exercises to test and improve the civil preparedness of member states, simulating various crisis scenarios. These activities ensure that NATO remains a robust, cohesive, and responsive security alliance, ready to face current and future challenges.

With regards to the *enhanced coordination with international organizations*, NATO collaborates with other international organizations such as EU, UN and the Red Cross for strengthening global and regional resilience, at the same time with the response mechanisms. This coordination

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[18] NATO Parliamentary Assembly, Committee on the civil dimension of security / CDS, *Enhancing the resilience of allied societies through civil preparedness*, 2021, available at www.natopa.int/downloadfile?filename=/sites/default/files/202104/011%20CDS%2021%2 0E-%20RESILIENCE%20THROUGH%20CIVIL%20PREPAREDNESS_0.pdf, accessedon 05.06.2024;

[19] CCOE (Civil-Military Cooperation, Centre of Excellence), *op.cit., loc.cit.*;

[20] NATO a., *op.cit., loc.cit.;*

[21] NATO ACT, NATO's Strategic Warfare Development Command, *Resilience in NATO*, 2023, available at www.act.nato.int/article/resilience-in-nato/, accessed on 05.06.2024;

is particularly crucial for addressing transnational challenges like pandemic responses, climate change impacts and international terrorism[22].

Furthermore, the ***support for allied and partner countries*** comes natural given the already strong cooperation with the international organizations, in which most of the Allies are part of. In this way, NATO extends its expertise in civil preparedness to allied and partner countries, by helping them enhance their own resilience. This support consists in all kind of training activities and capacity-building.

When talking about ***incorporating technological innovations*** and recognizing the role of technology in modern threats and responses, NATO emphasizes integrating hi-tech progress into resilience planning. This includes cyber defence measures, communication systems, and the use of big data and AI for risk assessment and crisis management.

The focus on ***hybrid threats and cyber security*** as a key pillar for NATO's policy on resilience and civil preparedness finds NATO intensifying its focus on enhancing cyber resilience among member states. This involves protecting against cyber-attacks, securing critical infrastructure, and ensuring the resilience of information networks.

3. Resilience – a basic pillar in strengthening the allied deterrence and defence posture

Resilience has been described as a society's ability to resist and recover easily and quickly from a major shock, like natural disaster or an armed attack[23]. Resilience, however, is a combination of Civil Preparedness and military capacity[24]. Strong resilience through civil preparedness in allied states is mandatory to NATO's collective security and defence.

The concept of strengthening resilience have become increasingly prominent in the 21st century, especially as global challenges like climate change, cyber threats, and geopolitical tensions have underscored the need for enhanced preparedness and adaptability across sectors and nations. Therefore, the concept of "Strengthened Resilience Commitment", used within NATO's doctrine is broad and applies to various contexts, including environmental policy, cybersecurity, infrastructure development, or military strategy. Even more, it became a continuing debate inside NATO on the organisation's perspectives, where resilience is seen through each Ally's

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[22] Alina Polyakova, Edward Lucas, Mathieu Boulègue, Catherine Sendak, Scott Kindsvater, Ivanna Kuz and Sasha Stone, *A New Vision for the Transatlantic Alliance: The Future of European Security, the United States, and the World Order after Russia's War in Ukraine*, 2023, available at cepa.org/comprehensive-reports/a-new-vision-for-the-transatlantic-alliance-the-future-of-european-security-the-united-states-and-the-world-order-after-russias-war-in-ukraine/, accessed on 05.06.2024;
[23] NATO a., *op.cit., loc.cit.;*
[24] CCOE (Civil-Military Cooperation, Centre of Excellence), *op.cit., loc.cit.*;

capacity to define and meet its national resilience objectives. The main ideas revealed by the Strengthened Resilience Commitment concerning resilience as an important tool in the national and collective security environment are[25]:

* Resilience is foundational for ensuring effective defence and maintaining the integrity of NATO's missions;

* The pledge from the 2016 Warsaw meeting is expanded upon to better prepare for complex security challenges by bolstering both individual and shared resilience capabilities;

* The dedication to enhancing resilience is deeply rooted in the Washington Treaty, particularly Article 3, symbolizing a commitment to mutual support and the shared responsibility of defending each other;

* Resilience has a dual responsibility: each nation is responsible for its resilience, supported by NATO's guidelines which aim to fortify the Alliance's three core tasks - collective defence, crisis management and cooperative security;

* Under the NATO 2030 initiative, there is a drive for an integrated approach to resilience: each member state is encouraged to develop specific goals and plans for resilience, aligning with both national capacities and broader NATO objectives;

* The civil-military collaboration in resilience holds a critical role, as it was seen during the pandemic period, providing valuable insights for handling similar large-scale crises in the future;

* The commitment involves addressing a spectrum of threats, ranging from cyber-attacks to disinformation campaigns, emphasizing the need for robust resilience against diverse and evolving challenges;

* A multi-faceted strategy is proposed to bolster resilience, including securing supply chains, protecting critical infrastructure, and adapting to new technologies and environmental challenges;

* The approach to building resilience involves collaboration across government, private, and non-profit sectors, incorporating diverse perspectives, including gender, and emphasizing effective public communication;

* Enhancing overall resilience involves working with partners and aligning with obligations under other international bodies;

* The commitment to resilience is underpinned by shared values of liberty, democracy, human rights, and the rule of law, as stated in the Washington Treaty. This foundational principle drives the collective effort to safeguard and defend these values.

In other words, in the context of national and Allied resilience, the Strengthened Resilience Commitment brings upfront aspects like the central

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[25] NATO c., *Strengthened Resilience Commitment*, 2022, available at www.nato.int/cps/en/natohq/official_texts_185340.htm, accessed on 05.06.2024;

role of resilience in security, strengthening previous commitments, legal and moral foundations in collective security, shared and individual responsibility for resilience, a unified approach to resilience found in NATO 2030 Agenda; countering varied threats, comprehensive strengthening of resilience measures; inclusive and collaborative resilience building, partnership and EU integration in resilience efforts; shared democratic values which reveal the significance of common resilience standards.

The strategic emphasis on both national and collective resilience within NATO, as delineated in the "Strengthened Resilience Commitment" is not merely a tactical choice but a fundamental necessity for the Alliance's integrity and efficacy. Resilience, as highlighted in the document, serves as the bedrock of credible deterrence and defence, underscoring its indispensable role in the fulfilment of NATO's core tasks. This focus is particularly crucial in an era marked by complex security challenges, including hybrid threats, cyber warfare, and the ramifications of global health crises like the COVID-19 pandemic.

National resilience is imperative as it underscores each member nation's commitment to fortify its own defences and preparedness. This self-reliance is a testament to the principle of mutual aid enshrined in the Washington Treaty, ensuring that each member contributes effectively to the collective defence. However, the value of collective resilience transcends individual national efforts. It embodies the spirit of solidarity and mutual support that is the cornerstone of NATO. By pooling resources, sharing intelligence, and coordinating responses to threats, NATO leverages the collective strength of its members, thereby creating a formidable front against any adversary.

Furthermore, the integration of resilience into the NATO 2030 strategy signifies a forward-thinking approach, acknowledging that the security landscape is continually evolving. The commitment to adapt and update resilience strategies in response to emerging challenges demonstrates NATO's proactive stance in safeguarding not just military interests, but also the democratic values and societal structures of its member nations.

In essence, the dual focus on national and collective resilience within NATO is not just a strategic asset; it is a manifestation of the Alliance's adaptive, unified, and robust approach to contemporary security challenges. This dual approach ensures that NATO remains capable of defending its members against a diverse array of threats while upholding the shared values of democracy, liberty, and the rule of law, which are as crucial today as at the inception of the Alliance.

3.1. What is Resilience to NATO from the military perspective?

NATO's military engagement with resilience is necessary because a significant portion of its operational logistics relies on civilian resources:
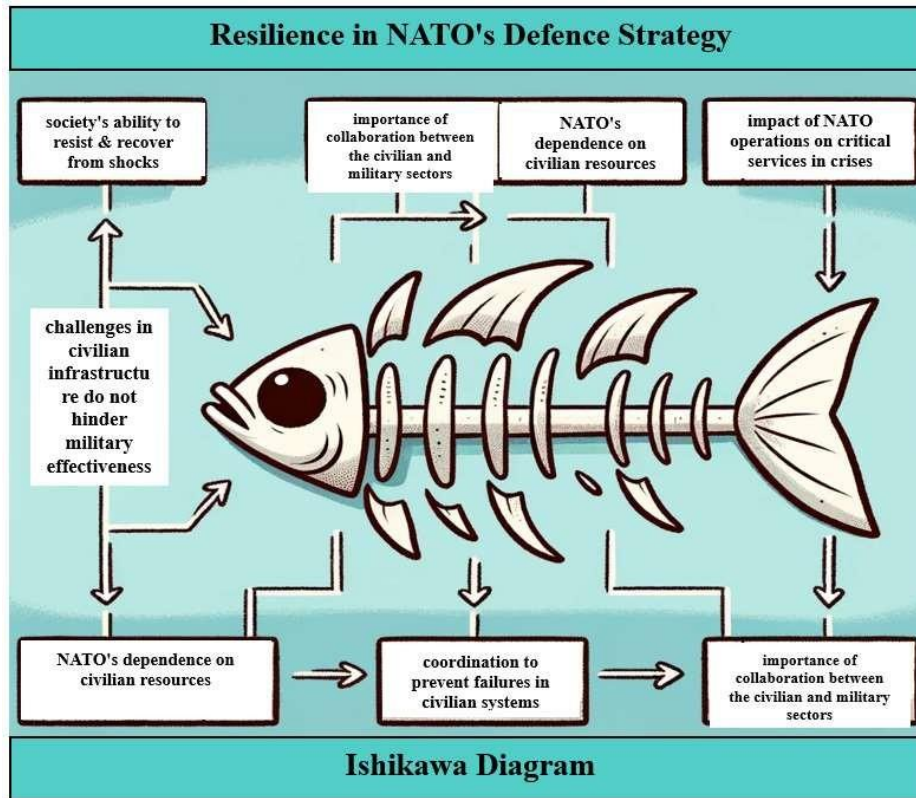
* about 90% of military transportation utilizes civilian assets,

* more than half of the satellite communications for defence purposes are provided by the commercial sector;

* 75% of the support NATO operations receive from host nations comes from local commercial sources[26]**.**

This reliance highlights a gap in awareness regarding the impact that large-scale NATO operations could have on a nation's critical infrastructure and services during crises or conflicts, especially in collective defence scenarios. While NATO forces are expected to be self-sufficient, there's a need for coordination to prevent failures in civilian systems from adversely affecting the military's operational capabilities. This coordination is essential to ensure that civilian infrastructure challenges do not impede military effectiveness in crisis situations[27]**.**

Furthermore, a tailored "Ishikawa Diagram" will provide a comprehensive image on the concept of resilience as a bedrock for the allied deterrence and defence posture, where each "bone" of the fish represents a driver which leads to the achievement of the resilience objective. This diagram provides a structured visualization of the factors influencing resilience in the context of allied defence.

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[26] CCOE (Civil-Military Cooperation, Centre of Excellence), *op.cit., loc.cit.*;
[27] Idem.

Interpretation:

The "spinal column" (*spine*) of the fish represents the central theme seen as "Resilience in NATO's Defence Strategy". The "bones" of the fish illustrate the various aspects and causes that contribute to achieving this level of resilience: * The society's ability to resist and quickly recover from major shocks, such as natural disasters or armed attacks; * The combination of civil preparedness and military capacity, indicating the importance of collaboration between the civilian and military sectors; * NATO's dependence on civilian resources for military logistics, such as the use of civilian assets for military transport and satellite communications; * The impact of NATO operations on national critical infrastructure and services during crises or conflicts, highlighting the need to protect and sustain these infrastructures; * Coordination to prevent failures in civilian systems, emphasizing the importance of efficient collaboration between the civilian and military sectors to maintain NATO operations; * Ensuring that challenges in civilian infrastructure do not hinder military effectiveness, which is essential for maintaining defence capability in crisis situations.

Resilience started to be even more revealed as a cornerstone for the Allied deterrence and defence posture, during NATO's Summits, where all

the above elements of Ishikawa Diagram were highlighted in a causality relation to resilience, part of the NATO's Defence Strategy.

Therefore, in the Brussels Summit Declaration, issued by the Heads of State and Government participating in the meeting of the North Atlantic Council in Brussels, during 11-12th of July, 2018[28], "resilience" was mentioned eight times, in relation to: * *international efforts,* where NATO's role in complementing national efforts against terrorism and in accordance with international law is deeply sustained by national and collective resilience; * *national cyber defence*, as central to enhancing cyber resilience; * *enhancement of deterrence and defence posture*, through focusing on improving situational awareness; * *addressing hybrid activities*, including the establishment of Counter Hybrid Support Teams; * *support for partner resilience*, against hybrid challenges and terrorism; * *energy security as a component of resilience¸* with focus on stable and reliable energy supply, diversification, and interconnectivity of energy networks.

Within the Madrid Summit Declaration, issued by NATO Heads of State and Government participating in the meeting of the North Atlantic Council in Madrid on 29th of June, 2022[29], "resilience" was mentioned five times in the following contexts: * *national and collective responsibility*, emphasizing that resilience is both a national responsibility and a collective commitment within NATO; * *enhancement of energy security*, by underlining the need for strengthening energy security to ensure reliable energy supplies for military forces; * *adaptation to cyber and hybrid threats*, by boosting resilience against this kind of pressures and improving interoperability among NATO members; * *integrated use of political and military instruments*, by stressing the need for an integrated approach using both political and military tools and last, but not least, * *new defence policies*, by endorsing a new policy for chemical, biological, radiological, and nuclear defence and a significant strengthening of cyber defences, including enhanced civil-military cooperation.

After a year, in the Vilnius Summit Communiqué[30], issued by NATO Heads of State and Government participating in the meeting of the North Atlantic Council in Vilnius on 11th of July, 2023, "resilience" was mentioned 17 times, reaching issues like: * *deterrence and defence*, highlighting that national and collective resilience are essential for credible deterrence, defence, and effective execution of NATO's core tasks; * *Alliance's resilience objectives for 2023*, built upon the 2021 Strengthened Resilience Commitment (*see above*); * *preparedness against strategic shocks and disruptions* for ensuring continuity of government and essential services; *

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[28] NATO, *Brussels Summit Declaration*, 2018, available at www.nato.int/cps/en/natohq/official_texts_156624.htm, accessed on 05.06.2024;

[29] NATO b., *op.cit., loc.cit.*;

[30] *Idem.*

guidance for national resilience plans, by directing the development of national goals and implementation plans for resilience, tailored to national risk profiles; * *identification and mitigation of strategic vulnerabilities*, in critical infrastructure, supply chains, and health systems and * *promotion of societal resilience and cooperation with EU*.

In summary, these declarations from NATO Summits highlight the critical role of resilience as a foundational element in ensuring credible deterrence and defence. This includes a focus on enhancing national and collective capabilities against a range of threats, including cyber and hybrid threats, energy security, and the need for continuous adaptation and cooperation within the Alliance and with partner nations.

Furthermore, a SWOT analysis will reveal aspects that highlight the multifaceted nature of resilience in the context of NATO's defence and deterrence posture. It will point out where NATO stands in terms of resilience and where it can improve or face challenges.

SWOT MATRIX	
WHY IS RESILIENCE AN IMPORTANT FACTOR IN STRENGTHENING THE ALLIED DETERRENCE AND DEFENCE POSTURE?	
Strengths	Weaknesses
➤ The correct understanding at the Allied level that the societies need to resist and recover quickly and effectively from major shocks (like natural disasters or armed attacks). ➤ The combined, and therefore comprehensive approach of Civil Preparedness and Military Capacity. ➤ The repeated commitments towards achieving strong resilience through civil preparedness, which is decisive for NATO's collective security and defence.	➤ NATO's heavy reliance on civilian resources for operational logistics can be a vulnerability. This includes about 90% of military transportation utilizing civilian assets and more than half of the satellite communications for defence purposes provided by the commercial sector. The security standards are different, which make the civilian infrastructure more exposed to attacks (cyber or conventional) during a potential conflict. ➤ These facts represent an exposure of the civilians during a potential conflict, not to mention the fact that ➤ Potential gaps in awareness regarding the impact of large-scale NATO operations on a nation's critical infrastructure

	and services during crises or conflicts. ➢ Potential coordination failures, where civilian system issues could adversely affect the military's operational capabilities. ➢ Challenges in maintaining the balance between military requirements and civilian capabilities, especially in prolonged or intense conflict situations.
Opportunities	**Threats**
➢ Strengthening the coordination between civilian and military sectors to enhance resilience and operational effectiveness (e.g. the future Layered Resilience Concept). ➢ Developing and testing strategies to minimize the impact of NATO operations on national critical infrastructure and services. ➢ Investing in and enhancing civil preparedness as a key component of military strategy, thus improving overall resilience. ➢ Ensuring the training of the Allied or partner states for the implementation and operationalisation of comprehensive crisis management mechanisms, for enabling them to manage an unforeseen event until the Allies can respond.	➢ During large-scale NATO operations, especially in collective defence scenarios, the hostile actor will most likely target critical civilian infrastructure and services (as seen during the current conflict in Ukraine). The attempt of hostile actors to affect the supply chains of goods, either through cyber-attacks or through hybrid actions. Disinformation campaigns designed to weaken trust in authorities and in the democratic system.

The SWOT analysis reveals the strengths (such as society's ability to quickly recover from shocks), weaknesses (like reliance on civilian resources for military logistics), opportunities (strengthening civilian-military

coordination), and threats (risks to civilian infrastructure during NATO operations) in NATO's resilience strategies. This analysis provides a comprehensive view of where NATO stands in terms of resilience and areas for improvement or potential challenges. In conclusion, resilience is not only a strategic asset but also a fundamental necessity for NATO. It ensures that the Alliance remains robust, adaptive, and unified in the face of contemporary security challenges, thereby maintaining its capability to uphold collective defence and shared values of democracy, liberty, and the rule of law.

4. Final Conclusions

➢ Resilience is identified as a crucial component in strengthening NATO's deterrence and defence posture. It is characterized as the capability of societies to withstand and swiftly recover from significant disruptions, whether due to natural disasters or armed attacks. The dual aspect of resilience, involving civil preparedness and military capacity, underlines its complexity and importance for NATO's security and defence.

➢ The integration of civil preparedness and military capacity forms a comprehensive approach to resilience. This combination is mandatory for NATO's collective security and defence, demonstrating the interdependence of civilian and military domains in contemporary security scenarios.

➢ NATO's Strengthened Resilience Commitment reflects an ongoing internal discourse and represents an expansion of the pledge from the 2016 Warsaw meeting. This commitment includes enhancing both individual and shared resilience capabilities, emphasizing the dual responsibility of each nation for its resilience supported by NATO's guidelines.

➢ Under the NATO 2030 initiative, an integrated approach to resilience is promoted. It encourages member states to develop specific goals and plans for resilience that align with national capacities and NATO's broader objectives. Civil preparedness is crucial due to conflicts targeting entire societies, necessitating a society-wide approach to resilience. It is integral to NATO's civil-military cooperation, highlighting resilience's role in collective defence and shared responsibility among member states. Therefore, NATO has set seven baseline requirements for civil preparedness to improve national and collective resilience, covering areas like government continuity, resilient supplies, and communication systems.

➢ The civil-military collaboration in resilience, notably exemplified during the COVID-19 pandemic, provides valuable lessons for managing large-scale crises and highlights the critical role of this collaboration in ensuring the effectiveness of NATO operations.

➢ NATO's commitment to resilience involves a multi-faceted strategy to confront a spectrum of threats, including cyber-attacks and disinformation campaigns, emphasizing robust resilience against diverse and evolving challenges.

➢ The commitment to resilience is rooted in the shared values of liberty, democracy, human rights, and the rule of law, as stated in the Washington Treaty. These values drive the collective effort to safeguard and defend against threats.

➢ From a military standpoint, NATO's reliance on civilian resources for operational logistics, such as transportation and communications, underscores the need for resilient civilian infrastructure to support military effectiveness, particularly in collective defence scenarios.

➢ The emphasis on resilience in various NATO Summits, such as the ones in Brussels, Madrid, and Vilnius, highlights its crucial role in ensuring credible deterrence and defence. These summits have continually underscored resilience's centrality in NATO's defence strategy.

In a nutshell, these key points collectively underscore the strategic significance of resilience in NATO's framework. Resilience not only serves as a foundational element for effective defence and mission integrity, but also represents a collective commitment, encompassing both national and alliance-wide efforts to confront and adapt to the evolving landscape of security challenges.

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