

## **ON THE CONCEPT OF NATIONAL RESILIENCE IN UKRAINE**

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*National resilience building is one of the priorities of Ukraine's current national security policy. This is attributable due to the need to ensure the readiness of the state and society to respond to a wide range of threats of different origins. Also, it is conditional to the continuity of the main functions of the state. Ukraine has significant resilience potential, as it was proved by its experience in counteracting the hybrid aggression. However, systematic mechanisms of the national resilience have not been established yet. Their introduction will help to develop and strengthen Ukrainian national security system at the same time. The development and implementation of complex strategic decisions in this area requires proper scientific substantiation, first of all, for defining the concept of ensuring national resilience.*

### **Conclusions and recommendations**

Taking into account the complex security environment and the peculiarities of the Ukrainian state and society development, efforts in determining the model of national resilience ensuring should not be limited only to strengthening crisis management and civil emergencies preparedness, including critical infrastructure security. It would be useful to develop a draft National Resilience Concept and approve it by the decision of the National Security and Defense Council of Ukraine. The document would set and define, in particular, the main directions of resilience building, the national coordinator and the structure of its subsidiary bodies, the general scheme of division of

responsibilities and powers of state bodies, the establishment of a number of new systemic mechanisms, including conducting a multi-level national risks assessment in the field of national security as well as permanent mechanisms of interaction among state and local authorities, non-governmental organizations, private business and international partners on ensuring national resilience, inter alia, the legal support of relevant processes, etc.

## **Rationale**

The concept of ensuring national resilience is defined by each country individually, based on its national interests, specificities of the security environment, membership in certain international organizations, unions, etc. Based on the chosen model, appropriate systems of organizational and legal support are formed.

Overall, national resilience has characteristics that make it possible to assess progress in the field and differentiate it from others. First of all, it is about:

- a comprehensive approach to counteracting a wide range of threats;
- effective interaction of government agencies (both in security and defense sectors and others), communities, businesses and the general public in preventing and responding to threats and overcoming their impact, as well as coordinating such activities;
- high level of awareness of citizens and officials about the nature and relevance of threats, as well as the procedure for their occurrence;
- high readiness of the state and society to respond to any threats and ability to resist;
- continuity of major processes in the state (governance, provision of critical services to society, business processes, etc.);
- reliable and permanent bilateral channels of communication between the state and the population.

All this contributes to development (or enhancement) of the required capabilities and shapes the ability of society and the state to withstand threats, adapt to quickly changing security environment and maintain sustainable functioning, in particular by minimizing external vulnerabilities, and quickly recovering from a crisis to the desired equilibrium (at the previous or at a new level).

Following elements are playing an important role in the national resilience system development:

***a national threat assessment system***, which also provides for crisis forecasting and modeling, as well as vulnerabilities identification;

*strategic planning and analysis* aimed, in particular, at balancing many competing interests, including short and long term, internal and external, public and private, financial and non-financial, and at development of the required capabilities. World's leading countries engage scientific institutions and, if necessary, non-governmental organizations in such work in addition to specially authorized bodies;

*crisis management*, which should ensure high governability and coordination of processes, partnerships between participants, accountability, exchange of information, planning, dissemination of necessary knowledge and skills, economic efficiency;

*the establishment of regional / local security centers* to implement the important principle of national resilience whereby decisions on threat response should be taken at the lowest possible level with coordination at the highest required level. Widespread international experience is the establishment of permanent working groups / networks at the regional and local levels comprised of representatives of state and local authorities, business, academia, and civil society.

In general, there are two main approaches that can be applied to building national resilience. *A broad approach* means that resilience principles are implemented in all areas of national security and public administration, including economic, social, environmental, public, international and others. In particular, this approach has been implemented in the Netherlands, Estonia, Finland, New Zealand. (*Appendix*)

*A narrow approach* to ensuring national resilience implies that the basis is to improve crisis management in the field of protection of the population and critical state objects against various threats and dangers (first of all, natural hazards, man-made, biological, terrorist or military threats), as well as the state critical functions continuity (in particular, governance; energy, water and food supply; transport and communication, primary health care; ability to cope with mass displacement or casualties, etc.). In this case, the key resilience mechanisms are usually the systems of the protection from civil emergencies or critical infrastructure protection. The most robust resilience principles are implemented in crisis management systems in Norway, Denmark, Sweden, the United Kingdom, and the United States.

The narrow approach to ensuring national resilience can often be observed in countries with developed democracies and economies, high levels of prosperity, with advanced security capabilities, members of powerful international alliances (EU and / or NATO). In general, the level of economic, social, socio-political or foreign policy threats in such countries is lower, but they are more likely to be affected by natural disasters and emergencies (floods, hurricanes, etc.). Therefore, improving the level of civil preparedness, response efficiency and speed of recovery from an emergency/crisis, as well as ensuring the continuity of major processes in a country, are more relevant for

these countries than ensuring the consolidation of society or the economic and social resilience of the state.

It can be observed that the existing NATO and EU recommendations on resilience are aimed primarily at strengthening crisis management, including through the introduction of the concept of total defense, which stipulates the involvement of all civilian, military, public and private institutions in the process, a clear division of responsibilities and the proper coordination of actions before, during and after a crisis, in peacetime and in wartime.

Building national resilience and forming appropriate systematic mechanisms and frameworks is one of the priorities for Ukraine. Ukrainian strategic partners, incl. NATO and its individual members are eager to provide relevant support. At the same time, the recommendations given by foreign advisers in this area are sometimes mixed, competing and sketchy. With a view to the efficient use of limited state resources and the rational use of foreign aid, it is appropriate to develop in Ukraine *the concept of national resilience*. At the same time, it is necessary to take into account national interests and needs of development of the state and society, as well as specificities of Ukrainian security environment. It is also advisable to bear in mind that Ukraine now faces a high level of risks and threats in all spheres - internal and external, socio-economic, socio-political, military, environmental and others. There are many vulnerabilities due to insufficient level of social consolidation, ineffective governance, incomplete reform of the security and defense sector and decentralization processes, systemic deficiencies of the national economy, etc.

Thus, the concept of ensuring national resilience in Ukraine should be based on a broad approach and not limited to the formation of an effective crisis management system based on systems for protecting the population from emergencies and critical infrastructure protection.

Considering that building national stability is a difficult task, the accomplishment of which envisages involvement of a wide range of state institutions, it is advisable for the Cabinet of Ministers of Ukraine to develop a draft Concept and submit it for consideration by the National Security and Defense Council of Ukraine, as a collegial body, which makes it possible to combine efforts of executive and other public authorities, above all those of non-governmental security and defense sector.

In addition to the overall vision of the national resilience system, the draft Concept should identify:

- the main directions of resilience building: improvement of crisis management, community resilience, economic resilience, social resilience;
- the national coordinator, the structure of its subsidiary bodies;

- a general responsibility and powers distribution frame for public authorities in certain areas of ensuring national resilience;
- peculiarities of a national threat assessment system building and maintenance of a national threat registry/profile;
- establishment of a national network of authorized state bodies and scientific institutions for strategic analysis;
- permanent mechanisms for cooperation between state and local authorities, non-governmental organizations, private business and international partners on national resilience (at national and local levels);
- establishment and functioning of permanent two-way communication channels between the state and the population, as well as dissemination of necessary knowledge;
- the obligation to conduct periodic interagency trainings and exercises with the participation of the population and other activities to raise awareness and readiness to respond to a wide range of threats;
- peculiarities of reserve resources and stocks accumulation and development of capabilities in various fields;
- peculiarities of legal support of the respective processes, including:
  - legislative regulation of strategic planning in the country, taking into account the principles of sustainable development, security and resilience;
  - establishment of a unified legal framework in the field of crisis management planning and threats response for coordinated actions of state bodies;
  - introduction of common standards and recommendations (instructions) on specific issues of national resilience.