NATO's organizational evolution: the case for a Civil Security Committee

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compiled by David McGregor Pursley, V[1]

1. AN EVOLUTION IN SECURITY AFFAIRS.

The North Atlantic Treaty Organization's Cold War legacy organizational structures are not optimally designed to address the diverse challenges or take advantage of emerging opportunities presented by the contemporary security environment. This dynamic environment is characterized by expanding globalization, where multilateral pluralism is beginning to take precedence over traditional nation-state structural realities. The primary organizing principle for the Alliance (a political-military alliance with Article 5 collective defense as its basis) requires adaptation to adjust to these new realities. To accomplish this we must be prepared to modify our own mindsets to offer profound yet viable solution sets. The environment not only demands adaptation but change is being called for by the leaders of our nations and collectively by our partners as we continually redefine NATO's roles, relationships and responsibilities at a pace that is prudent, practical and persistent.

As stated in the Bucharest Summit Declaration, "…demands on our Alliance have grown in complexity in the last twenty years, as the security environment has changed and both the scope of our missions and operations and our membership have expanded. This requires continual adaptation and reform of the NATO headquarters' structures and processes."[2] Change is also being called for by experts within NATO as "…NATO needs to create the mechanisms and relationships necessary to embed NATO's military contributions into a broader civil-military approach…and examine how the NATO framework can be used to address new security challenges…"[3]

The purpose of this article is to propose an ambitious yet practical adaptation for NATO. The value proposition is the creation of a Civil Security Committee (CSC) at NATO headquarters that is equivalent in stature and networked internally with the Political and Military Committees and other Committees and agencies. This concept envisages NATO progressing from a politico-military alliance to a politico-military-civil alliance…this adaptation may be considered an *Evolution in Security Affairs* designed to meet the challenges posed by the contemporary security environment. The Civil Security Committee would provide the institutional mechanisms necessary to leverage human interoperability and the organizational structures required for a strategic forum to achieve the comprehensive approach at the strategic level – both internally to NATO and externally with our partners. Much attention is paid to the word comprehensive, but the approach is equally significant. The approach must be

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[2] NATO website. http://www.nato.int/docu/pr/2008/p08-049e.html. Bucharest Summit Declaration. 3 April 2008. Paragraph 15.
[3] Ruhle, Michael. "Bucharest's Balance Sheet". *NATO at a Crossroads*. Summer 2008, p. 21.

organized from the top down to gain unity of effort and establish enduring structures replete with the institutional and intellectual capacity to forge effective policies, strategies, plans and actions.

2. THE CONTEMPORARY SECURITY ENVIRONMENT.

Globalization and global interdependence have reshaped the structure of our society. In the Euro-Atlantic zone, the nation state will remain the most important unit of political, economic and security affairs but will coexist with diverse but empowered individuals and groups ready to collaborate or compete to reach new levels of political, social and economic power[4]. On the international stage, globalization lead to many cross-border flows that take place outside the control of governments and oftentimes without their knowledge. Individuals and institutions now shape international policy and law nearly as much as nation states and supranational organizations do.

This unfolding era presents an increasingly complex mixture of culture, ethnicity and religion, where societies are borderless, transnational and difficult to frame. Individuals, organizations and nations are discovering new identities while holding on to old ones and all the while seeking protection from uncertainty. NATO has a role in providing this protection but it has to be commensurate with the threats and challenges that exist and are emerging.

From its foundation NATO has been prepared to function as a "Military Defense Alliance" of states and as values-based organization. The security environment described above adds a new dimension of security that NATO needs to incorporate, perhaps in a new Strategic Concept, but at least in regards to organizational design, planning and decision-making. Decision-making structures through which governance is exercised internationally must also reflect the broad realities of our times. NATO now finds itself at the crossroads between national wills and international aims to provide security and overcome uncertainty. Economic security, food security, health security, environmental security, personal security, community security – more broadly defined as "Human Security" jointly with "Energy Security" covering the dependence of our society on fossil fuels and "Cyber Security" in the era of information and communications dependence, require a comprehensive approach from political, military and civilian national organizations, industry and academia. If NATO is to remain relevant it must adapt to the new environment to meet the current and future security interests of its constituents.

3. THE CIVIL SECURITY COMMITTEE.

The main institutional architecture absent today is an effective forum for coordinating global strategic thinking on a set of specific practical challenges. Responding effectively to this shift in the strategic environment is the core institutional challenge for NATO and the driving force behind this proposal. The

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[4] Richard N. Haas. "The Age of Nonpolarity". *Foreign Affairs*. Vol.87.No 3. May/June 2008. pp. 44-56.

creation of the Civil Security Committee within NATO requires a paradigm shift in intellectual undertakings; it is a stepping-stone to strategic superiority that starts with organizational redesign within NATO HQs to gain politico-military-civil sector security balancing and cohesion; *the architecture of the CSC can be considered an Evolution in Security Affairs for NATO as it moves from a political-military alliance to a political-military-civil alliance to meet the demands of the 21st Century.*

For NATO, it is a strategic imperative, and should be considered a strategic investment to establish closer coordination and integration with civilian organizations and agencies. That said, "NATO will have to work hard to build trust and to convince other actors that a call for coordination is not a veiled attempt to dominate them."[5]

While Article 5 remains the bedrock of NATO's collective defense, the contemporary security environment requires more "intensive and consequential interactions among societies where mutual protection is far more important than competition for national advantage."[6] While consensus-based internationalism will still be required for decisions at the highest level, the CSCs strength will be through norms-based multilateralism where power and influence is exercised by working through formal legal processes and informal frameworks of cooperation. Norms-based internationalism provides legitimacy for action and empowers actors in the engagement space to be effective in real-time – especially against non-state actors that often defy legitimacy.

The core competency of the CSC will be a forum of civilian experts organizationally networked together and in position to provide recommendations to higher authorities and also empower local actors and partners from diverse sectors to shape the environment and protect civil society. The main tenet is being pro-active instead of reactive. Multilateral pluralism is required when dealing with the civil sector in order to satisfy diverse stakeholders, particularly in functional areas such as energy security and cyber security – which may increasingly take precedence over traditional static territorial defense measures in a globalized world.

3.1 CSC ORGANIZATIONAL DESIGN.

This concept merges existing elements within NATO and restructures them to be more enduring and persistent, with a consistent voice to the North Atlantic Council (NAC) to enhance decision making. The enterprise architecture of the new Civil Security Committee could spawn from the Senior Civil Emergency Planning Committee (SCEPC) and NATO's Civil Emergency Planning (CEP) directorate to form the basis of the CSC. They would become a permanent committee to build habitual relations with actors from civil sectors in a networked approach – and not just for emergency planning – but proactively to prevent and preclude emergencies and shape the security environment. The SCEPC is currently the top NATO advisory body for the protection of civilian populations and the use of civil resources in support of NATO's objectives. It meets twice a year in plenary session with representatives from capitals in both NATO and Euro-Atlantic Partnership Council formats. Forming a permanent committee will provide the mechanisms necessary to leverage

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[5] Ruhle, Michael. "Bucharest's Balance Sheet". *NATO at a Crossroads*. Summer 2008, p. 21.
[6] John Steinbruner. "Consensual Security". *Bulletin of the Atomic Scientists*. March/April 2008. p. 25.

collaboration with standing committees such as the Policy Coordination Group, Political Committee, and Military Committee to provide broad-based informed recommendations to the NAC. This new internal voice within NATO structures, with the support of the International Staff (IS) and the International Military Staff (IMS), would provide a more balanced, cohesive and comprehensive approach at the strategic level.

The CEP directorate would form the backbone of the NATO CSC network with civil experts drawn from industry, business, government and other public administrations from across the Euro-Atlantic area and elsewhere. This outreach could be global as a consultative forum with functional and geographical representation in the subcommittees of the CSC. This body would also provide the staff support necessary for collaboration with the IS and IMS. As the SCEPC and CEP merge to form the core of the enterprise architecture they would expand to collaborate with other national and nongovernmental organizations that have common purpose and objective.

The CSC charter would be the networking of governmental civilian departments and agencies within nation-state structures of the alliance, United Nations (UN) departments and agencies, the European Union (EU), neutral states, non-governmental organizations (NGOs) and others to form an enterprise-wide network that is loosely based both functionally and geographically in a client-driven approach to address contemporary security issues beyond NATO's traditional boundaries and strictly military nature. It is intended to improve practical working relations between NATO and other entities and provide a mechanism for seamless cooperations. The enterprise entities would remain separate, but not inseparable from the Civil Security Committee. EU members could actually co-chair and have consultative positions within the CSC to add to the transparency and inclusiveness of the network. Finally, NGO's could be offered positions within the CSC subcommittees to ensure the network is linked strategically, operationally and with the engagement space at the local / tactical level.

The SCEPC and CEP are therefore key building blocks for the new Civil Security Committee as they provide a pre-existing mechanism for action and can leverage their experience to further expand the network. The CSC could emerge along two dimensions: "an external one concerning NATO's relationships with external actors; and the other internal focusing on coherent use of military and non-military tools to ensure efficient and effective planning and implementation of operations and activities."[7]

The CSC must have a cohesive rationale and institutional grounding to be effective and therefore must organize for success by identifying goals and establishing the structures to accomplish them. There can be no firewalls between committees and with external actors except for sensitive classified information – which the CSC will rarely be concerned with. Getting the roles, relationships and responsibilities (command and control) clearly delineated is a critical requirement. The Chairman of the CSC would report directly to the Secretary General and be subordinate to the NAC. The CSC would coordinate laterally with the other principal NATO committees

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[7] http://www.ock.gov.pl/palm/oce/59/198/CIVIL_EMERGENCY_PLANNING_IN_NATO.html.

and policy bodies under current business practices. Each member country could be represented in the CSC by nationally designated civilians with expertise in the civilian sector. The CSC would be strengthened by representation from external organizations such as the EU and the African Union, with expert representatives from industry such as oil, communications, infrastructure, from academia and think tanks and from business. Governmental and NGO representatives would be welcome within NATO structures to add transparency and gain shared awareness. Where interests and ethics are aligned, funding may also be derived from these powerful entities and from individuals on a humanitarian basis to achieve shared objectives. Institutions of cooperation, partnership and dialogue such as the Euro-Atlantic Partnership Council (EAPC), the NATO-Russia Council (NRC), the NATO-Ukraine Commission (NUC), the Mediterranean Cooperation Group (MCG), the Instanbul Cooperation Initiative (ICI) and the Office for Security and Cooperation Europe (OSCE) could all have representatives in the CSC and its Subcommittees.

3.2 CIVIL SECURITY COMMITTEE SUBCOMMITTEES.

The Planning Board and Committees that already work with the SCEPC and bring together national government, industry experts and military representatives to coordinate emergency planning in areas such as Ocean Shipping, Civil Aviation, Surface Transport, Food and Agriculture, Industrial Planning, Joint Medicine, Civil Communications, and Civil Protection – could readily become standing Subcommittees under the CSC. The primary purpose of these subcommittees, to include additional ones such as a NATO Energy Security Subcommittee (NESS); a NATO Human Security Subcommittee (NHSS); and a NATO Cyber Security Subcommittee (NCSS) would be to provide functional and geographical expertise and policy recommendations to the NAC for decision and empower local actors downrange through legitimacy, subject matter expertise and shared resources. Existing committees, such as the Economic Committee, and other NATO agencies that are traditionally civilian in responsibility could fall under CSC auspices.

3.3 THE CIVIL SECURITY COMMITTEE AND THE UNITED NATIONS.

Connecting the CSC with UN entities adds legitimacy and enhances both organizations effectiveness by extending the reach of activities and fostering human interoperability. In 2004, in a report to the UN Secretary-General's High Level Panel on Threats, Challenges and Change[8], the United Nations further acknowledged that globalization has changed the world to the extent that a new view on security is needed. It recognizes, that "a threat for one is a threat for all." It continues that the emphasis has to be on prevention, since "the consequences of allowing latent threats to become manifest, or of allowing existing threats to spread, are simply too severe." Despite having some early-warning and analysis capabilities, even the United Nations does not have the resources to cover all security aspects. But the UN does not rely on prevention alone. In the event a crisis cannot be avoided, the report explicitly calls for military means to meet those threats.

In order to achieve all these goals, a better collaboration with regional organizations is crucial. For that NATO is seen as a valued partner, as stated during

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[8] See <u>A more secure world: Our shared responsibility</u> (United Nations, 2004).

the Bucharest Summit, where it was announced that "The Security Council recently renewed the mandate of the UN political mission in Afghanistan (UNAMA) and widened its scope to include leading civilian efforts ….. and strengthen cooperation with ISAF."[9]

The United Nation focuses mainly on economic-social soft power which would add considerably to the goals of the Civil Security Committee. Possible UN nodes that could be networked with the CSC include: 1) UN Peace and Security Commission - which is the advisory body of the United Nations that supports peace efforts in countries emerging from conflict; 2) Department of Peacekeeping Operations (DPKO) which runs the UN Peacekeeping efforts; and 3) other United Nations offices and entities like Office for the Coordination of Humanitarian Affairs (OCHA) or United Nations High Commissioner for Refugees (UNHCR).

3.4. THE CIVIL SECURITY COMMITTEE AND THE EUROPEAN UNION.

The EU has likewise recognized the need for a new view on security and the means to face rising threats. The European Security Strategy states that the new threats are "more diverse, less visible and less predictable".[10] In response to this assessment the main goal is conflict and threat prevention. The strategy also emphasizes a comprehensive approach stating that the challenge now is to bring together the different instruments and capabilities: European assistance programs and the European Development Fund, military and civilian capabilities. This can only be done in an international asserted effort since neither any single nation nor the EU is capable of facing the threats successfully alone. Therefore, the development of a stronger international society, well functioning international institutions and a rule-based international order, is the objective of the EU.

The proposed Civil Security Committee is designed to form such a stronger international society that will provide the EU the possibility to exploit EU resources and capabilities through the global links of the CSC while on the other hand it may allow access to information and analysis not available to the EU otherwise. Initial connections could be made between the political/military structures established for the European Security and Defense Policy (ESDP) and the corresponding NATO entities.

The EU's Political and Security Committee (PSC) should be one of the major connective nodes as it is already designed to provide the forum for dialogue on ESDP with NATO. In addition it is tasked to monitor the international situation in the areas covered by the Common Foreign Security Policy (CFSP) and deliver opinions to the Committee in order to help define policies. In time of crises the PSC exercises 'political control and strategic direction' of the EU's military response. Those are basically the same tasks the Civil Security Committee or its subcommittees would fulfill for the North Atlantic Council (NAC).

For military advice the PSC relies on the European Union Military Committee (EUMC) which can reach back to the European Union Military Staff (EUMS). This

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[9] NATO website. http://www.nato.int/docu/pr/2008/p08-049e.html. Bucharest Summit Declaration. 3 April 2008.

[10] See A Secure Europe in a better World, European Security Strategy (European Union, Brussels, 12 December 2003).

opens new connection possibilities on the respecting levels with NATO's Military Committee and the IMS. In addition, the EU has established the Committee for Civilian Aspects of Crisis Management (CIVCOM), which again would be well designed to add to the soft power aspects of the Civil Security Committee and its subcommittees.

Next to the above mentioned security oriented organizations, other existing entities of the EU could be valuable nodes to link with the CSC such as the standing committees for: 1) Foreign Affairs (includes Human Rights and Security and Defense); 2) Environment, Public Health and Food Safety; 3) Legal Affairs; 4) Civil Liberties, Justice and Home Affairs; and 5) the Temporary Committee for Climate Change.

The creation of a Human Security subcommittee under the CSC could be aligned with the newly formed European Fundamental Rights Agency under the EU that works with the Council of Europe which has made human rights its core function. These alignments along functional and geographical lines of effort require scope and scale to determine NATO's collaboration and venture into the civilian realm – but adds value as an internal voice to NATO (instead of outsourcing civilian recommendations) to improve decision making and deconflict the engagement space. In fact, the operating procedures of the CSC and the subcommittees is integral to the design of the organization itself.
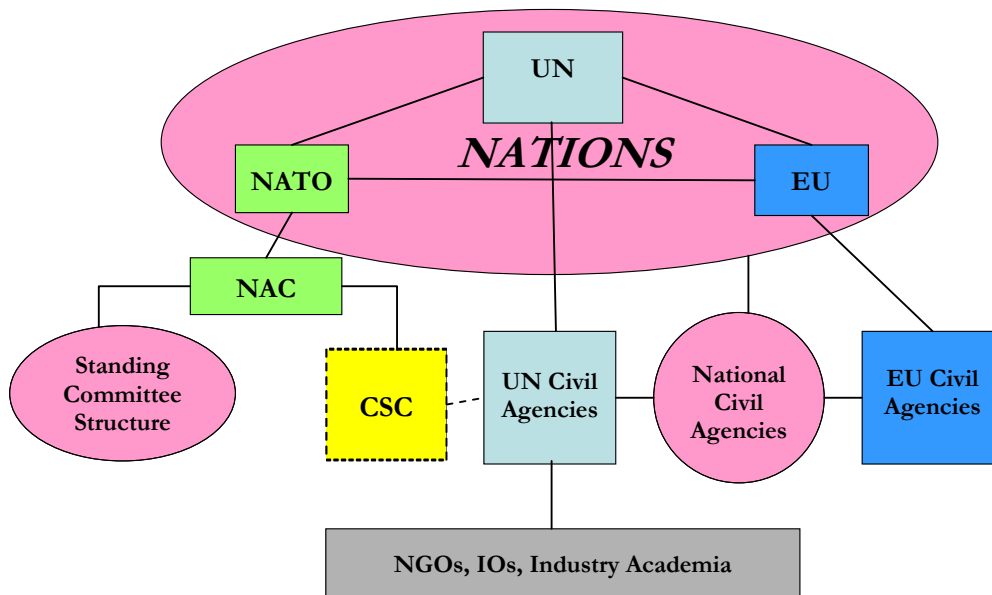
The Civil Security Committee offers NATO the missing interface with external civilian agencies and provides NATO balance and cohesion necessary for a Pol-Mil-Civ comprehensive approach

Figure 1. Network-Centric Smart Power Prototype

4.0 THE CSC AND THE COMPREHENSIVE APPROACH (NETWORK-CENTRIC SMART POWER).

The Civil Security Committee represents the third prong (pol-mil-*civ*) required for the comprehensive approach. The comprehensive approach is the application of *network-centric smart power*, an approach that should be recognized as the way forward in international affairs and to achieve operational effectiveness in an ever-crowded engagement / battle space. "Smart power is neither hard nor soft—it is the skillful combination of both. Smart power means developing an integrated strategy, resource base, and tool kit to achieve objectives, drawing on both hard (military) and soft (diplomatic, economic and social) power. It is an approach that underscores the necessity of a strong military, but also invests heavily in alliances, partnerships, and institutions at all levels to expand influence and establish the legitimacy for action. A smart power strategy requires that we make strategic trade-offs among competing priorities; develop proper authorizing and appropriating structures to fund and support CSC agreements, and tap into and harness the vast soft power resources in the private sector and civil society."[11] NATO requires the soft power mechanisms within its organizational design to effectively leverage smart power.

Without a habitual interface like the CSC that confers with the political and military realms on a consistent basis; the comprehensive approach will remain theoretical and be void of providing the strategic topcover for action at the operational and tactical levels. Indeed, at the Bucharest Summit it was declared that "many of today's security challenges cannot be successfully met by NATO acting alone. Meeting them can best be achieved through a broad partnership with the wider international community, as part of a truly comprehensive approach, based on a shared sense of openness and cooperation as well as determination on all sides. We are resolved to promote peace and stability, and to meet the global challenges that increasingly affect the security of all of us, by working together."[12]

The operating procedures of the CSC must also leverage the power of network theory by exploiting information technology and binding the enterprise together physically, virtually and humanly. Netcentricity is about human and organizational behavior…this human interoperability will not just happen on its own, there needs to be a forum, a demand, a sense of urgency and the leadership and management to forge cohesion. In order for this reorganization to be effective, NATO as an organization must adopt a new way of thinking—network-centric thinking—but first it has to be organized to do so with supporting cultural activities to promote unity of effort and overcome resistance to change.

The CSC enterprise network would provide a competitive advantage – the ability of an organization to formulate strategies that place it in a favorable position relative to threats and challenges while offering unique solution sets – against unlawful and rogue actors and provide a hedge against uncertainty. The CSC's value of empowering partners under norm-based and interest-based multipluralism must be seen as a *strategic alliance*—where constituents agree to partner with one another, but

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[11] CSIS Press, Commission on Smart Power : *A Smarter, More Secure America.* Cochairs, Richard L. Armitage, Joseph S. Nye, Jr.; Washington, D.C., 2007, pp 8-42.
[12] NATO website. http://www.nato.int/docu/pr/2008/p08-049e.html. Bucharest Summit Declaration. 3 April 2008.

do not set up a separate entity. These entities could be considered *polycentric*—where key nodes in the network are treated as a distinct entity with some level of decision-making authority. The higher levels of the network would be considered *geocentric*— where relationships between headquarters and foreign actors tend to be extremely collaborative, with each participant contributing important information, perspective, and decision-making factors. This requires security entrepreneurs - strategic integrators who see beyond obvious country and cultural differences.

Many of the challenges in the current security environment exceed the capacity of any nation to resolve, and today and tomorrow's threats require a comprehensive approach by the international community, involving a wide spectrum of political, military *and* civilian instruments. The creation of the CSC will draw in partners that may not otherwise nest well with the Military Committee. It will attract partners along functional lines where purpose and interest are shared. The CSC offers a framework for *political-military-civil sector security balancing* that currently does not exist. With the impending new NATO headquarters under construction in Brussels for completion in 2013, and with a full feasibility study, the concept of the Civil Security Committee is relevant, timely and valid. Integrating the civilian sector into the formal processes and procedures of the Alliance is an *Evolution in Security Affairs* that is worthy of consideration and necessary to gain strategic superiority and implement the comprehensive approach.