



# Integrated Mission Strategy

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## U.S. Mission to NATO

**FOR PUBLIC RELEASE**

Approved: July 15, 2022

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## 1. Chief of Mission Priorities

**NATO is history's most successful political-military alliance.** It has long enjoyed bipartisan support based on the role it plays in protecting and advancing our national values and interests. It has safeguarded Transatlantic security for over seven decades, which continues to form the basis for its members' – and the world's – political, social, and economic relations. As NATO embarks on a prolonged period of adaptation amidst a changing, more complex, and unpredictable security environment, it is imperative the Alliance prepare for a world of global competition and threats while recommitting to its founding values and purpose.

**To maintain its relevance and strength, NATO must modernize.** Part of this overhaul will come through the implementation of the Alliance's new Strategic Concept. This document, agreed at a Summit in June 2022, outlines the overarching security environment in which the Alliance operates, NATO's enduring purpose, and the strategic direction for its political and military adaptation. The document will build on a consensus within the Alliance that NATO prioritize collective defense and affirm the three core tasks (deterrence and defense, crisis prevention and management, and cooperative security), adjust its assessment to characterize Russia's aggressive behavior as a threat, retain terrorism as a threat, and include reference to the security challenges posed by a more assertive China. To meet these and other challenges, NATO must take a hard look at how – and how quickly – it makes decisions, with the goal being an expedited, unified response to shared problems. Resourcing plays a key issue in Alliance responses, and the Alliance must devote proper financing and personnel to accomplish its short- and long-term goals and do so with adequate burden sharing and without unduly relying on U.S. military capabilities. Common funding for NATO, while a very small percentage of our collective defense budgets, will remain a vital – and contentious – issue in this regard. U.S. leadership will be essential to drive consensus in favor of matching resources to ambition. Likewise, NATO is seeking a broader, more coordinated approach to resilience including through encouraging the support of civil emergency planning among Allies, which acts as a first line of defense against multiple threats – including cyber and hybrid threats from state and

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non-state actors – with clearer, more measurable objectives and the goal of maintaining our technological edge.

**A modernized NATO must stress the reinforcement of deterrence and defense.** To do so effectively, the push for equitable burden sharing among Allies must continue. During the 2014 Wales Summit, Allies pledged to spend 2 percent of their GDP on defense by 2024 – with 20 percent of that spending devoted to investment in military capabilities. The United States and like-minded Allies must look to ensure this pledge becomes a foundational principle of the Alliance beyond 2024, and we need to continue building on this effort through a combination of cash, contributions, and capabilities. A strong deterrence and defense posture also demands we develop clear adaptation and mitigation measures to ensure the safety of military personnel and operational/cost effectiveness while confronting the threat of climate change throughout the Alliance’s work. Promoting innovation will remain equally important, particularly in addressing the challenges posed by –and harnessing the benefits of – emerging and disruptive technologies. This requires continued U.S. leadership and support for initiatives that enable a more aggressive cyber defense posture by recognizing cyber space as an operational domain. U.S. advocacy in NATO adds value to Allies’ national efforts and capacity to prevent, mitigate, respond to, and be resilient against acts of terrorism. We must also seek a mutually acceptable approach to arms control, disarmament, and non-proliferation issues to maintain consensus on NATO deterrence and defense responses. Russia remains a chief focus of many of these efforts, and its aggressive actions constitute a threat to Transatlantic security. While NATO stands by its international commitments, Russia continues to breach the values, principles, trust, and commitments outlined in agreed documents that underpin the NATO-Russia relationship. NATO does not seek confrontation, and it poses no threat to Russia. But until Russia demonstrates compliance with international law and its international obligations and responsibilities, there can be no return to “business as usual,” and the Alliance must remain capable and prepared to deter Russian actions that disrupt international stability. We also must ensure NATO continues to effectively conduct its ongoing operations (e.g., in Kosovo and Iraq) – including any future crisis management operations.

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**As NATO comes to terms with the growing interconnectedness of the world, it is looking to project stability on a global stage.** In this realm, China's growing influence, assertive behavior, and international policies present challenges to the rules-based international order that the Alliance must address. NATO Allies should maintain a constructive dialogue with China where possible – including through confidence-building and transparency measures regarding its nuclear capabilities and doctrine – and engage with a view to defining and defending the security interests of the Alliance. Our Open Door Policy on enlargement should remain, as it encourages aspirants to implement the democratic and defense reforms expected of members. We should also increase our dialogue and practical cooperation with existing partners – including with the European Union, in the Asia Pacific, and aspirant countries – and strengthen our engagement with key global actors and other new interlocutors beyond the Euro-Atlantic area, including from Africa and Latin America. In doing so, we enhance NATO's ability to help preserve and shape the rules-based international order in areas that are important to Allied security. Closer to home, NATO must leverage the EU's push for strategic autonomy to secure increased defense investment by EU Allies that can achieve common (NATO-EU) goals (e.g., capability, mobility, CT, hybrid, and cyber capabilities), build capacity, and be properly aligned with NATO capability requirements. More broadly, this type of cooperation can be used to tackle truly global issues such as the existential security threat of climate change.

**To ensure success on these goals, we must deepen public understanding of NATO's vital, enduring contribution to global security.** This will involve a concerted public relations effort to engage new – and younger – strategic audiences on U.S. security priorities and maintain strong support of the Alliance. It is critical as well to harness our media acumen to build resilience to disinformation and misinformation across the Alliance, its members, and partners. In-house, we need to continue to focus on creating a work environment that is safe and accessible and that promotes work-life balance, diversity, and inclusion. This goal will be more achievable if the Mission can fill its outstanding staffing requests for two additional positions in the Political Section and one in IRM.

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## 2. Mission Strategic Framework

**Mission Goal 1:** Institutional Modernization – A Strong NATO as an Anchor to the International Rules-Based Order

- **Mission Objective 1.1:** Ensure NATO has the proper strategic vision and resources to maintain its preeminence in the coming decade.
- **Mission Objective 1.2:** Facilitate Allied decision making to enable action at the speed of relevance; press for expedited, unified responses as the best solution to shared problems

**Mission Goal 2:** Reinforcing Deterrence and Defense – A NATO Ready to Address Threats and Challenges

- **Mission Objective 2.1:** Strengthen sharing of responsibility among Allies for Alliance security.
- **Mission Objective 2.2:** Strengthen the Alliance's individual and collective resilience, including against cyber and hybrid threats from state and non-state actors.

**Mission Goal 3:** NATO's Global Role: Protecting Our Democracies Against State and Non-State Threats

- **Mission Objective 3.1:** Continue to consult with Allies to deepen understanding of the challenges posed to Transatlantic security and the rules-based international order by the People's Republic of China.
- **Mission Objective 3.2:** Keep NATO focused on leveraging its strengths across the spectrum of its relationships to advance U.S. security.
- **Mission Objective 3.3:** Increase Allied awareness of, adaptation to, and mitigation of the security impact of climate change.

**Mission Goal 4:** Advance U.S. foreign policy by deepening understanding of NATO's vital and enduring contribution to global security.

- **Mission Objective 4.1:** Hone messaging on NATO to reach key audiences, while building resilience across the Alliance to disinformation threats.

**Management Objective 1:** Create a work environment that is safe, accessible, secure, and healthy for all personnel under USNATO authority.

**Management Objective 2:** Mission-wide operational effectiveness is increased through high customer satisfaction and effective delivery of management services.

**Management Objective 3:** Unify community resources at USNATO and within the Host Nation to foster high levels of morale in the mission.

### 3. Mission Goals and Objectives

#### **Mission Goal 1 | Institutional Modernization – A Strong NATO as an Anchor to the International Rules-Based Order**

**Description |** NATO must maintain its relevance and strength as the world's preeminent security Alliance and address a changing, more complex, and unpredictable threat environment. To accomplish this, it is incumbent upon the Alliance to adapt and modernize. These efforts will be driven by USNATO's helping guide the Alliance to develop a proper strategic vision embodied in NATO's new Strategic Concept, which will continue to focus on collective defense and the three core tasks of deterrence and defense, crisis prevention and management, and cooperative security. We also need to marshal the necessary resources to achieve this vision via proper financing and staffing without unduly relying on U.S. military capabilities. U.S. efforts also need to help accelerate Allied decision making to enable more expedited, unified responses to global events.

**Objective 1.1 |** Ensure NATO has the proper strategic vision and resources to maintain its preeminence in the coming decade.

- **Justification |** A clear strategic vision is paramount for NATO's success. The 2010 Strategic Concept is outdated in the current security environment. The next Concept will need to reflect areas that received little or no attention in 2010, including the PRC, hybrid warfare, resilience, climate change, and cyber threats. Increased resourcing will be needed to strengthen and evolve the Alliance to be fit for purpose. This new spending will enhance military capabilities; improve readiness, resiliency, and agility; and accelerate interoperability to maintain the Alliance's relevance. It will also facilitate NATO staffing capacity and political programs required to meet the goals of Strategic Concept. The Alliance would also benefit from defining a clearer role that supports, but does not supplant, Washington's Arms Control, Disarmament, and Non-Proliferation (ADN) policies.



- **Linkages** | JSP Obj. 1.1, JSP Obj. 1.4, EUR JRS Obj. 1.1, EUR JRS Obj. 4.3
- **Risks** | Absent proper strategic planning, NATO risks being unprepared for current – and future – challenges facing the Alliance and its members. Prudent preparation now, advocated by USNATO through a series of clearly defined processes, will ready NATO to confront these threats.

**Objective 1.2** | Facilitate Allied decision making to enable action at the speed of relevance; press for expedited, unified responses as the best solution to shared problems.

- **Justification** | The speed of technological change has never been higher, creating both new opportunities and risks in the security environment and the way NATO operates. Operations below the threshold of armed conflict can threaten NATO interests. The rapid pace of technological developments and the proliferation of damaging activities, such as cyberattacks, make the need for streamlined decision making increasingly urgent, while ensuring unity and cohesion among the Alliance.
- **Linkages** | JSP Obj. 1.4, EUR JRS Obj. 1.1
- **Risks** | As a consensus-based organization, NATO often hampers itself by the speed at which it makes decisions. In the face of a quickly evolving threat environment, this latency can lead to grave global consequences. Focused U.S. efforts to improve intelligence sharing and collective decision-making will help mitigate this situation.

## **Mission Goal 2** | Reinforcing Deterrence and Defense – A NATO Ready to Address Threats and Challenges

**Description** | A truly modern NATO stresses deterrence and defense. Building on proven, existing structures, the Alliance must promote innovation, especially within the realm of emerging and disruptive technologies. U.S. leadership must support Allied initiatives that promote new technology and counter cyber and hybrid threats as well as acts of terrorism. Russia continues to be a chief focus of these efforts, and the Alliance must remain prepared to deter Russian actions that harm global stability. Funding all these efforts will require a

continued U.S. push for equitable burden sharing among Allies, which needs to become a foundational NATO principle.

**Objective 2.1** | Strengthen sharing of responsibility among Allies for Alliance security.

- **Justification** | At the 2014 Wales Summit, Heads of State and Government agreed to reverse the trend of declining defense budgets to make the most effective use of available funds and to further a more balanced sharing of costs and responsibilities. Specifically, nations agreed to move toward spending a minimum of 2 percent of their Gross Domestic Product on defense by 2024 and 20 percent of their defense budget on major equipment and related R&D. We emphasize the importance of supplying the Alliance with the capabilities, readiness, and force levels it requires to sustain the credibility of NATO's deterrence and defense posture and ability to complete its three core tasks.
- **Linkages** | JSP Obj. 1.4, JSP Obj. 3.2, EUR JRS Obj. 1.1
- **Risks** | If Allies do not find the political will to increase their defense spending to meet their Wales pledge commitments, the perception of NATO unity is at risk, creating a political weapon for our adversaries. USNATO will continue to advocate for Allies' meeting their pledge goals and work to enshrine a policy to carry Wales beyond 2024.

**Objective 2.2** | Strengthen the Alliance's individual and collective resilience, including against cyber and hybrid threats from state and non-state actors.

- **Justification** | Allies face an array of increasingly complex threats and challenges that undermine our collective security and require effective deterrence. This includes cyber and hybrid threats from state and non-state actors who employ weapons and tactics that fall below the threshold of armed conflict, while Emerging and Disruptive Technologies (EDT)-enabled military systems challenge NATO's technological superiority and aim to limit the Alliance's battlefield advantage. NATO's ability to maintain its technological superiority will be determined by its capability to foster and protect

innovation across the Alliance, while harnessing the benefit of these new technologies and safeguarding against their use by adversaries.

- **Linkages** | JSP Obj. 1.4, EUR JRS Obj. 1.1, EUR JRS Obj. 4.3
- **Risks** | Without proper resilience measures in place, Allies can easily become targets of hybrid threats at home, which also imperils the Alliance. USNATO intends to lean on Allies to implement resilience agreements to help mitigate this type of ever-evolving technological risk.

### **Mission Goal 3 | NATO's Global Role: Protecting Our Democracies Against State and Non-State Threats**

**Description** | NATO must project stability on a global stage. The Alliance needs to engage with the PRC to counter its growing influence, assertive behavior, and global policies. More broadly, NATO should increase its dialogue and cooperation with existing partners in Africa, the Asia Pacific, and Latin America, enhancing the Alliance's ability to help define the rules-based international order. In Europe, USNATO needs to help the Alliance capitalize on the EU goal of strategic autonomy to achieve common goals between the two organizations, including addressing the existential threat of climate change.

**Objective 3.1** | Continue to consult with Allies to deepen understanding of the challenges posed to Transatlantic security and the rules-based international order by the People's Republic of China.

- **Justification** | Allied Heads of State and Government agreed in June 2021 that "China's stated ambitions and assertive behavior present systemic challenges to the rules-based international order and to areas relevant to Alliance security," citing the PRC's coercive policies, nuclear expansion, opaque military modernization, cooperation with Russia, and use of disinformation, as well as the need for it to act more responsibly in the space, cyber and maritime domains. The March 2021 interim National Security Strategic Guidance notes, "Our democratic alliances enable us to present a common front, produce a unified vision, and pool our strength to promote high standards, establish

Approved: July 15, 2022

effective international rules, and hold countries like China to account. That is why we will reaffirm, invest in, and modernize the North Atlantic Treaty Organization (NATO) and our alliances with Australia, Japan, and the Republic of Korea...”

- **Linkages** | JSP Obj. 1.4, EUR JRS Obj. 1.1, JSP Obj. 4.3
- **Risks** | Failing to monitor and, where possible, counter the PRC’s aggressive behavior, growing influence, and global policies could bring untold risks to Transatlantic security. USNATO will continue to impress upon Allies the seriousness of the potential threat via expert briefings and intelligence sharing.

**Objective 3.2** | Keep NATO focused on leveraging its strengths across the spectrum of its operations, missions, activities, and relationships to advance U.S. security.

- **Justification** | NATO operations and missions provide a tangible demonstration of Allied cohesion and commitment to deterrence and collective defense. NATO’s assurance measures ensure the Alliance has the military capability and proper posture to undertake collective defense and crisis management operations, either alone or in cooperation with other countries and international organizations. NATO must expand its focus to the full 360-degree spectrum of threats, many of which emanate from outside the Euro-Atlantic region. This means expanding and enriching its cooperation with partners and continuing to encourage aspirants to implement the reforms needed to accede to the Alliance. From hybrid threats to the security implications of climate change to other geostrategic challenges, NATO-EU cooperation can be instrumental in addressing problems faced by both organizations. But the United States needs to ensure the two groups do not work at cross-purposes and help preserve NATO’s role as the cornerstone of the Transatlantic Alliance and the unique and indispensable forum for discussions on Transatlantic Security.
- **Linkages** | JSP Obj. 1.4, EUR JRS Obj. 1
- **Risks** | In pursuing a more global role, NATO must be careful to tend its existing connections with Allies and partners as it seeks new relationships around the world. Closer to home, the EU could continue to seek greater autonomy absent consistent,

substantive engagement. USNATO will endeavor to keep the Alliance focused on nurturing these vital relationships.

**Objective 3.3** | Increase Allied awareness of, adaptation to, and mitigation of the security impact of climate change.

- **Justification** | Climate change is a threat multiplier, affecting NATO's ability to carry out its missions as well as the type and number of missions it will be called upon to carry out. The United States has prioritized addressing the climate crisis as a core element of our national security and foreign policy. Leading in advancing the NATO climate security agenda will allow the United States to further climate change goals while ensuring there is no reduction in military effectiveness.
- **Linkages** | JSP Obj. 1.4, EUR JRS Obj. 1.1
- **Risks** | Climate change poses an existential threat to NATO collectively, its Allied members, and partners. An absence of clear adaptation and mitigation measures puts the safety of military personnel, facilities, and equipment in danger. USNATO will continue to advocate for climate change to figure into the Alliance's planning at all levels and ensure this planning aligns with the U.S. security agenda.

**Mission Goal 4** | Advance U.S. foreign policy by deepening understanding of NATO's vital and enduring contribution to global security.

**Description** | The public needs a stronger understanding of NATO's critical role in ensuring Transatlantic security. This will require a concerted public campaign to target new – and younger – audiences and shore up support for Allied security priorities. USNATO will also work to assist NATO and Allies to both counter and build resilience to disinformation and misinformation campaigns.

**Objective 4.1** | Hone messaging on NATO to reach key audiences, while building resilience across the Alliance to disinformation threats.

- **(U) Justification** | Public understanding and support for NATO's core mission of collective defense is low despite increasingly complex security threats. Improving Ally and partner nations' public understanding of NATO's role as the bedrock of Transatlantic security will reinforce unity within the Alliance and bolster NATO's adaptive efforts to adequately address a changing security environment. Meanwhile, disinformation has become a pervasive threat to the Alliance, with hostile information campaigns seeking to deepen divisions within and between Allied nations and undermine people's confidence in elected governments. Effective responses to disinformation are needed at multiple levels, including media literacy work in vulnerable NATO countries and Allied coordination to counter disinformation with fact-based, credible, and transparent public communications.
- **Linkages** | JSP Obj. 1.4, JSP Obj. 3.2
- **Risks** | If we do not achieve this objective, we could lose support for NATO among Allied citizens, which could result in less political support of U.S. goals such as upholding defense spending commitments. USNATO will work directly with our missions in Allied countries as well as NATO delegations in Brussels to identify decision makers and influencers.

## 4. Management Objectives

**Management Objective 1** | Create a work environment that is safe, accessible, secure, and healthy for all personnel under USNATO authority.

- **Justification** | The U.S. Mission to NATO and U.S. Military Delegation are collocated within the larger NATO headquarters campus. The USNATO facility was developed to U.S. standards within a larger NATO headquarters building designed to EU standards, resulting in office space that does not fully meet Mission requirements or safety, security, and accessibility standards. The U.S. space lacks internal connecting stairs, team/collaboration areas, sufficiently sized classified conference rooms, and appropriately distanced workspaces. Many internal doors do not have ADA-compliant opening mechanisms, and equipment failures are frequent. For security, some emergency exits have been locked and are inoperative. The result is opportunity for space, process, and facility upgrade projects.
- **Linkages** | JSP Objective 4.2, JSP Obj. 4.4
- **Risks** | As doors continue to fail, there is the risk they will need to be propped open for staff to access Mission spaces. Doing so would compromise security. If ADA features are not fully incorporated, affected individuals may have trouble accessing existing space and working at USNATO without special assistance.

**Management Objective 2** | Mission-wide operational effectiveness is increased through high customer satisfaction and effective delivery of management services.

- **Justification** | High-quality and timely management services provide the foundation for an agile, flexible, and responsive organization. USNATO management provides services to a diverse and disparate customer base with highly varied needs and relies on service providers across multiple agencies to support operations. Engagement across all management components requires close coordination and partnership with numerous

external service providers at Joint Administrative Services, USAG Benelux, DOD HR organizations, the Under Secretary of Defense for Policy, NATO Resource Support Brigade, as well as NATO Headquarters service providers for Security, Conference Services, and NATO Communications and Information Agency. These external partners are instrumental in USNATO management's ability to support the Mission's goals efficiently and effectively.

- **Linkages** | JSP Obj. 4.1
- **Risks** | Leveraging engagement of our agency partners throughout the region has the potential to save taxpayer dollars. Not doing so would increase overall costs to the USG.

**Management Objective 3** | Unify community resources at USNATO and within the Host Nation to foster high levels of morale in the Mission.

- **Justification** | Fostering a stronger sense of community and mission will encourage natural collaboration and coordination. Seeking creative solutions to nurture team development is imperative in an interagency setting. Increasing community infrastructure and resources to support the workforce and their teams will increase morale and enhance critical thinking and collaboration leading to common ways to solve problems and sharing best practices. Multiple OIG reports have observed the high pace, pressure, and long hours of work at USNATO. Studies demonstrate that a positive, healthy workforce is more productive and engaged. When individuals experience burnout they are more likely to curtail, creating gaps and costing the USG in transfer costs. Studies have repeatedly demonstrated that overwork and burnout lead to a decrease in mental acuity and productivity. Balancing the needs of the organization and helping employees meet personal and professional objectives will only occur with attention from senior leadership. Additionally, post is committed to the principles outlined in E.O 13985, Advancing Racial Equity and Support for Underserved Communities through the Federal Government and the EEO program.
- **Linkages** | Management High Five Pillar 1 (19 State 100846); Bureau Cross-Cutting Management Goal 5.1 and 5.2; EO 13985

Approved: July 15, 2022



- **Risks** | If the high pace, pressure, and long work hours at USNATO continues it will further limit the recruitment pool. Not addressing diversity, inclusion, discrimination, and harassment could, would, and should lead to grievances, complaints, lawsuits, decreased productivity, and increased curtailments. USNATO will continue to address these crucial personnel issues.