

EXPLORING INDIVIDUAL RESILIENCE AS A COMPONENT OF NATIONAL RESILIENCE IN UKRAINE DURING THE WARTIME

Maryna Bilynska

*PhD (Medical Sciences), Doctor of Science in Public Administration,
fullprofessor South-Ukrainian National Pedagogical University, Ukraine*

Zurab Garakanidze

*PhD (Economics), D. Agmashenebeli
Defence Adademy, professor, MA program, Georgia*



ABSTRACT

This paper explores the concept of building personal resilience as a crucial part of national resilience in Ukraine during the war, with a particular focus on the role of public administration and civil society. The study aims to highlight the Ukraine's national resilience strategy emphasizes a "whole-of-society" approach, where the psychological preparedness and unity of individuals contribute to the country's ability to withstand and respond to external threats. The concept of resilience has been central to Ukraine's national security policy, especially in light of the ongoing war and it based on the experience of NATO countries. The findings of this research contribute to the understanding of national resilience and provide insights into strategies for governance in post-war scenarios.

Key words: national resilience, war time, resilient public administration, personal resilience, U.S. combat veterans, NATO resilience framework

INTRODUCTION

Building individual resilience as a component of national resilience during in Ukraine the unprovoked war has been a critical focus for both governmental and societal efforts. Individual resilience in this context refers to the ability of citizens to cope with and adapt to the severe challenges posed by the ongoing conflict, including psychological stress, physical dangers, and disruptions to daily life. This resilience is not only crucial for personal well-being but also plays a vital role in strengthening the overall resilience of the nation.

Ukraine's national resilience strategy emphasizes a "whole-of-society" approach, where the psychological preparedness and unity of individuals contribute to the country's ability to withstand and respond to external threats. The concept of resilience has been central to Ukraine's national security policy, especially in light of the ongoing war. The resilience of the Ukrainian people has been repeatedly highlighted in international discourse, where it is linked to their bravery, determination, and capacity to maintain a sense of normalcy despite the extraordinary circumstances.

Moreover, the resilience-building efforts in Ukraine are supported by various international and domestic initiatives. For instance, resilience has been integrated into foreign policy goals, as seen in the European Neighbourhood Policy, and it is also a focal point in the country's internal strategies to enhance its defense capabilities and societal stability.

In essence, the individual resilience of Ukrainians forms the backbone of the nation's broader resistance to aggression, playing a crucial role in the country's ability to maintain its sovereignty and continue functioning amid war

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.



MAIN MATERIALS

Let's discuss personal and public administration's role in Wartime Resilience. In wartime, the stakes are higher, and decisions must often be made swiftly with incomplete information. Public administration provides the framework within which these decisions are made and executed. Effective governance during wartime involves the centralization of decision-making powers, the establishment of clear lines of communication, and the enforcement of policies that prioritize national security and resilience. This often requires a shift from peacetime bureaucratic procedures to more streamlined, decisive action that can respond to the rapidly changing circumstances of war.

National resilience, particularly in wartime, is critical for maintaining essential services and ensuring societal stability amid conflict. This article synthesizes

insights from three studies: the role of resilience in healthcare during wartime, the psychiatric characteristics of U.S. combat veterans across different war eras, and the theoretical framework of resilience in complex adaptive systems. By integrating findings from these studies, we provide a comprehensive understanding of how resilience functions across healthcare, military, and societal contexts, highlighting the need for adaptive strategies and transformative adaptation to effectively respond to modern threats.

We propose to consider several studies related to this thesis:

1. Healthcare Personnel Resilience During Wartime:

The study by Sarah Sberro-Cohen, Inbal Amit, Erez Barenboim and Alona Roitmanat Assuta Ashdod Hospital in Israel provides valuable insights into how individual and organizational resilience impact the continuity of healthcare services during conflict. The study reveals a strong correlation between HCP resilience and attendance, with lower resilience scores associated with higher absenteeism during wartime. This finding underscores the critical role of resilience in maintaining essential healthcare services when faced with threats such as missile attacks. Enhancing HCP resilience through targeted interventions—such as improving organizational support and addressing perceptions of danger—can reduce absenteeism and bolster national resilience.

The study also highlights the inverse relationship between the sense of danger and HCP attendance, aligning with theories of motivation that prioritize safety and security. Organizational support mechanisms, including emotional support and secure transportation, are identified as key factors in improving resilience and ensuring healthcare system functionality during conflict.

2. Psychiatric Characteristics of U.S. Combat Veterans:

The 2019–2020 National Health and Resilience in Veterans Study by Peter J. Na, Paula P. Schnurr, Robert H. Pietrzak provides a comparative analysis of psychiatric outcomes among U.S. combat veterans from various war eras. The study reveals that veterans from more recent conflicts, particularly Iraq and Afghanistan, report higher levels of trauma and psychiatric symptoms compared to veterans from earlier wars. Iraq/Afghanistan War veterans exhibit the highest rates of PTSD, substance use disorders, and suicidal ideation, emphasizing the need for era-specific mental health interventions.

This study highlights the significant mental health challenges faced by younger veterans and underscores

the importance of tailored mental health services that address the unique experiences and needs of veterans from different war eras.

3. Resilience in Complex Adaptive Systems:

The third study, by Jesse M. Keenan expands on the concept of resilience, particularly in complex adaptive systems, and its application in national security policies. It differentiates between various forms of resilience, including ecological, social, and engineering resilience. The study emphasizes the need for a multi-equilibrium approach to resilience, which allows for transformative adaptation rather than a return to a pre-event state.

NATO's layered resilience concept, which integrates military and civilian sectors, is discussed as a model for building resilience across different domains. The study argues that traditional resilience frameworks, which focus on stability and recovery to a baseline state, may become inadequate in the face of emerging and novel threats. Instead, resilience strategies should prioritize adaptive capacities and transformative adaptation to effectively respond to evolving challenges.

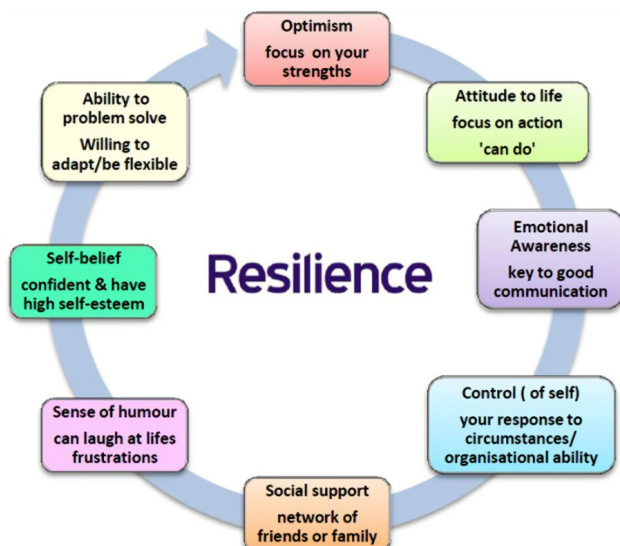
Studying these cases it is possible to generalize that the integration of insights from these studies highlights the multifaceted nature of resilience and its critical role in national security and societal stability. The findings suggest that both individual and organizational resilience are essential for maintaining key services and functions during wartime. For healthcare systems, enhancing HCP resilience and addressing perceptions of danger can improve attendance and service continuity. For military veterans, era-specific mental health interventions are crucial for addressing the unique challenges faced by different veteran cohorts.

In the context of national security, the concept of resilience must extend beyond traditional frameworks to include adaptive and transformative approaches. This involves recognizing the interconnectedness of various resilience forms and the need for flexible governance and adaptive capacity in response to complex and unpredictable threats. The primary purpose of the military in NATO nations is to protect and ensure the continuity and integrity of civilian institutions, assets, and infrastructure, as well as the welfare of the general population. Such civilian resources reciprocally provide support for and enable the operations and readiness of the military. The intensive convergent integration and interdependence of civilian and military domains raises several key issues concerning the state of democracy, the constitutional role of the civilian governance of the military (Brooks Citation2019) and the role of the state in an open society (Hartmann Citation2017; Popper Citation2020). Military and civilian domains have long been entwined with each other, manifesting in different

ways – whether that is over the course of western social history (Karsten Citation2013) or contemporary economic discourses on the role of public military spending in the era of fair trade regulation and globalization (Meunier Citation2019). The magnitude of this relationship has intensified as the world's infrastructure and technology have grown in complexity, particularly as it relates to information technology (Lindsay Citation2020) and AI (Ams Citation2023). This technological integration has accelerated the proliferation of hybrid warfare (also referred to in literature as “hybrid threats”), which is a rapidly emerging vector by which interstate hostility is conducted (Linkov et al. Citation2019). Hybrid threats embody a complex blend of conventional and unconventional tactics, orchestrated by state or non-state actors to exploit vulnerabilities across a wide spectrum of domains, including military, economic, social, and cyber (Hartmann Citation2017). These multifaceted threats are characterized by their covert nature, strategic ambiguity, and the deliberate blurring of lines between peace and conflict, which aim to undermine societal cohesion, erode trust in institutions and destabilize targeted nations without triggering a conventional military response. For NATO, addressing hybrid threats is paramount, as they directly challenge the alliance's mission of collective defense and security through non-conventional means, particularly where adversaries can leverage vulnerabilities in NATO member critical infrastructure while maintaining plausible deniability (Jacuch Citation2020). The sophisticated nature of these threats benefits from a resilience-oriented approach, emphasizing the need for agile, adaptive strategies that can respond to the dynamic and often indistinct contours of hybrid warfare.

Military-civilian cyberspace and cyber-physical integration has created a new landscape for both low-scale conflict and the potential for mass destruction within civilian systems and economies that serve as a multi-lateral deterrent to classical forms of warfare (Gartzke and Lindsay Citation2019). Indeed, cross-domain deterrence (CDD) has arisen as an important dimension of strategic motivation and capability. “When an opponent has no incentive to initiate or escalate conflict at any given intervention or escalation threshold in any given domain of warfare – both vertically and horizontally within that domain and laterally into one or more additional domains of warfare – successful cross-domain deterrence can be said to be in effect” (Mallory Citation 2018, 1).

There are two dimensions to CDD relevant in the context of resilience. First, low-scale indirect cyber warfare presents an alternative to classical forms of military aggression wherein the geopolitical stakes may be lower for forms of aggression that do not present vis-



ceral forms of destruction and loss of human life. They may simply be deniable and hence avoid clear punitive consequences. For instance, the People's Liberation Army of China deems "financial warfare" as something that can be just as destructive through "man-made stock market crashes, attacks on financial instruments, and cyber-attacks on the financial systems" (Reinike Citation2020, 8). In the context of the global marketplace, attacks associated with financial warfare may be plausibly deniable, as any number of unregulated market-based and/or criminal actors may be at work. This level of anonymity and plausible deniability makes hybrid warfare attractive, as the consequences are lower. It is difficult for the target nation to attribute the attack to a specific actor or nation. To this end, some scholars have sought to frame proactive "economic" resilience measures in the financial system that seek to detect and manage responses to malfeasance in everything from currencies to portfolios (Constantinescu Citation2023; Smalenberger Citation2015)

RESULTS

Personal resilience is a critical component of national resilience, as the strength of a nation is fundamentally rooted in the resilience of its individuals. National resilience refers to the ability of a country to withstand and recover from adversities, such as natural disasters, economic crises, or social upheaval. Personal resilience, on the other hand, is the capacity of individuals to adapt, recover, and thrive in the face of personal challenges and stressors.

We have found strong key connections between personal and national resilience in such important areas:

1. **Building Blocks of Society:** The resilience of a nation is built on the resilience of its people. When individuals are resilient, they contribute to the overall sta-

bility and strength of their communities, which in turn enhances the nation's ability to handle crises.

2. **Psychological Well-being and National Stability:** A population with high levels of personal resilience is better equipped to cope with national crises, reducing the potential for widespread panic, mental health issues, and social unrest. Mental well-being is crucial for maintaining societal cohesion during challenging times.

3. **Economic Impact:** Resilient individuals are more likely to adapt to economic changes, such as job losses or financial instability, which can mitigate the negative effects on the national economy. They are also more likely to engage in entrepreneurial activities, fostering economic growth and innovation.

4. **Community Support Systems:** Personal resilience often involves the ability to seek and provide support within communities. Strong community networks can enhance national resilience by facilitating the rapid mobilization of resources, information, and assistance during national emergencies.

5. **Civic Engagement and Social Cohesion:** Resilient individuals are more likely to participate in civic activities, contribute to social cohesion, and support democratic institutions. This active participation strengthens the nation's political resilience, ensuring that governance systems remain robust in the face of challenges.

6. **Adaptation to Global Challenges:** In a globalized world, national resilience increasingly depends on the ability of individuals to adapt to global challenges, such as climate change, pandemics, and technological disruptions. Personal resilience enables citizens to navigate these changes effectively, contributing to national preparedness and response strategies.

It is crucial to build appropriate strategies to enhance personal and national resilience:

1. **Education and Awareness:** Promoting education on resilience-building strategies, including stress management, problem-solving, and emotional regulation, can enhance personal resilience across the population.

2. **Mental Health Support:** Accessible mental health services and support networks are crucial for helping individuals build and maintain resilience, especially during national crises.

3. **Economic Security:** Policies that ensure economic stability, such as social safety nets, job training programs, and financial literacy education, can help individuals remain resilient in the face of economic adversity.

4. **Community Engagement:** Encouraging community engagement and volunteerism can strengthen social bonds and create a supportive environment that fosters both personal and national resilience.

5. **Crisis Preparedness Training:** National programs that train individuals in crisis response, such as first

aid, emergency preparedness, and crisis communication, can empower citizens to take proactive roles during national emergencies.

CONCLUSION

By strengthening personal resilience, nations can build a more robust foundation for national resilience, ensuring that they are better prepared to face and overcome the challenges of the future.

Our research endeavors to explore the role of public administration in building national resilience during and after the war in Ukraine. Public administration, as the key apparatus of governance, possesses the potential to shape policies, implement reforms, and mobilize

resources to facilitate recovery and promote stability, progress, and societal well-being. By understanding the specific ways in which public administration can contribute to national resilience, we can identify strategies and best practices that will enable Ukraine to navigate the challenging post-war environment. By exploring these aspects, this research contributes to the understanding of national resilience and provides insights into strategies for governance in post-war scenarios. It seeks to facilitate informed decision-making, policy formulation, and implementation by public administrators, ultimately guiding Ukraine towards a path of sustainable recovery, inclusive development, and societal well-being.

LITERATURE:

1. Houck Shannon. Psychological Capabilities for Resilience // War on the Rocks / Texas National Security Review.- December, 2022- www.warontherocks.com
2. Reznikova O. On the Concept of National Resilience in Ukraine // NISS.- Kyiv, 2020
3. Clark J.N. Resilience as a 'concept at work' in the war in Ukraine: Exploring its international and domestic significance // Cambridge University Press.- 22 April 2024
4. Bilynska M. Kondratenko O. Analysis of the state governance mechanism in the sphere of social protection for participants of the antiterrorist operation in the East of Ukraine// Journal of Geography, Politics and Society: Volume 6. – Issue 8(3) - 2018 . P.11-17 DOI 10.4467/24512249JG.1 8.017.8786
5. Bilynska M. The Formation of the Paradigm of National Resilience in the State Administration of Ukraine // International Scientific Journal "Progress".- 2018, Georgia, - N 1-2, P.41-45
6. Bilynska M., Garakanidze Z. Building national resilience after the war: economic and critical infrastructure approach // Magazine website- <http://business-engineering.bpengi.com> ISSN 1512-0538. The journal is distributed to the Public Library, GTU library [Http://scholar.bpengi.com](http://scholar.bpengi.com) doi: <https://doi.org/10.4467/24512249JG.18.017.8786>
7. International Organization for Migration, 'Faces of war: Portraits of Ukrainian grit, resilience two years on' (2024), available at: {<https://storyteller.iom.int/stories/faces-war-portraits-ukrainian-grit-resilience-two-years>}.