



The Secretary General's

Annual Report

2022

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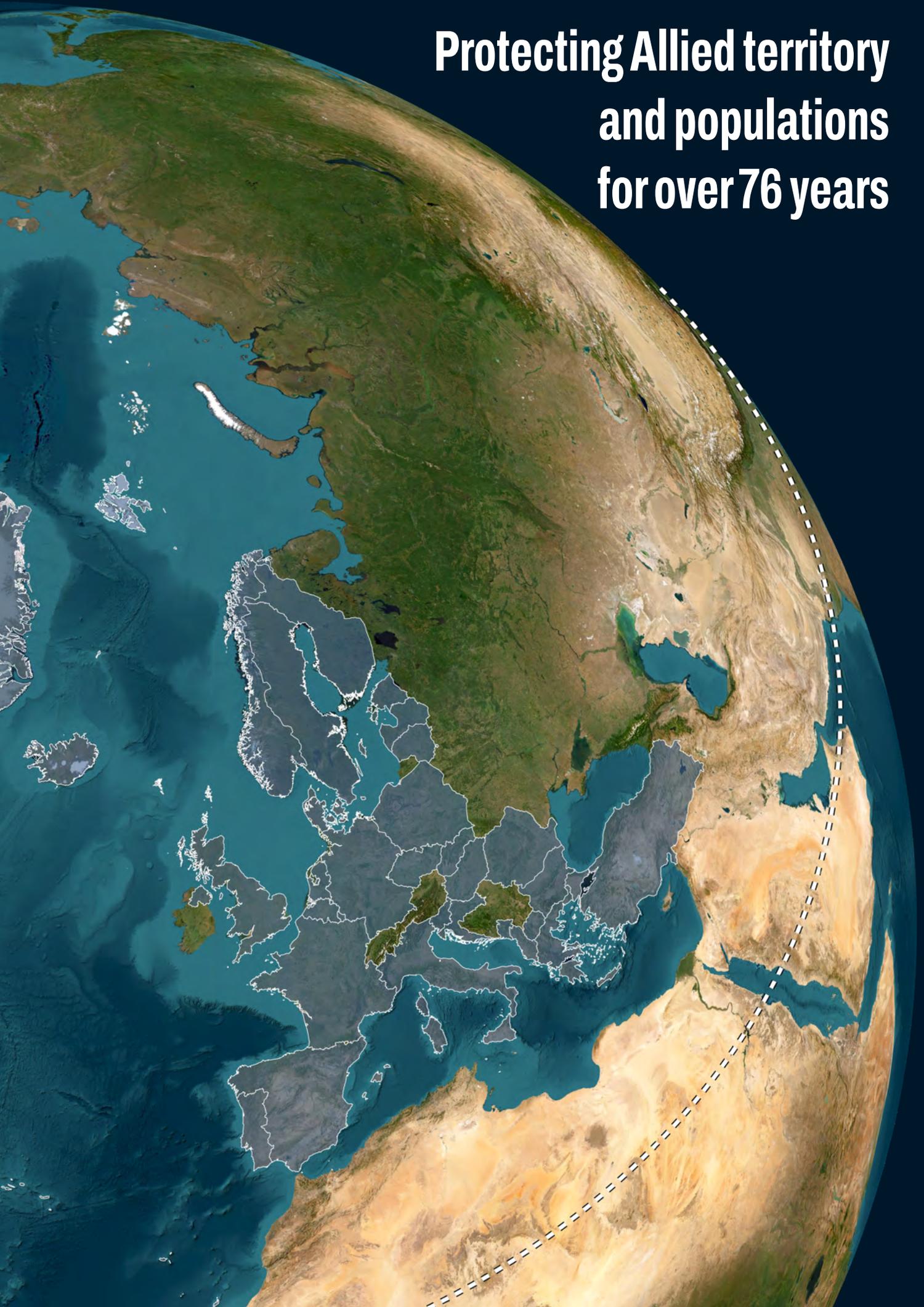
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North Atlantic Ocean

Tropic of Cancer

**Protecting Allied territory
and populations
for over 76 years**



FOREWORD



Finnish Air Force troops on exercise. Photo: Ilmavoimat - Finnish Air Force. Rovaniemi, Finland, November 2025.

In 2025, NATO started a new chapter. We took big decisions and decisive action to defend the Alliance, protect our way of life, and keep one billion people safe on both sides of the Atlantic.

We became stronger in the face of a more dangerous and complex security environment, characterised by multiple threats and challenges. Russia remains the most significant and direct threat to our security and to peace and stability in the Euro-Atlantic area. Its brutal war of aggression against Ukraine, now in its fifth year, is backed by China, North Korea, Iran and Belarus. Strategic competition is rising, terrorism is a persistent threat to NATO, and our southern neighbourhood is volatile. NATO is vigilant and will continue to keep our Alliance secure.

Throughout 2025, Russia continued to test the Alliance, becoming more reckless, including with airspace violations, sabotage and malign cyber activities. NATO's response to Russia's provocations has been swift, clear and decisive. To protect Allied critical infrastructure at sea, we launched Baltic Sentry. To increase our vigilance and to strengthen our deterrence and defence along the eastern flank, we also launched Eastern Sentry. Having more forces ready on land, at sea and in the air sends a strong signal of Allied solidarity, strength and resolve.

The historic NATO Summit in The Hague in June 2025 was a defining moment for our Alliance. Allied Leaders

agreed measures to significantly enhance our deterrence and defence. We committed to investing 5% of GDP annually in defence by 2035. That includes 3.5% to fund core defence and to meet the ambitious new NATO Capability Targets agreed in 2025. Another 1.5% will go towards defence- and security-related investments, such as for civil preparedness and resilience, unleashing innovation, protecting critical infrastructure and strengthening defence industries.

The Hague Defence Investment Plan is making NATO fairer and rebalancing the burden of our security for the better. NATO Allies' total expenditure on core defence requirements is estimated to have been more than USD 1.4 trillion (in constant 2021 prices) in 2025. European Allies and Canada are doing more and investing more with their increased commitment marked by huge leaps in defence spending. Between 2014 and 2025, NATO Europe and Canada have more than doubled their annual defence expenditure, with a real-term increase of 106%. In 2025 alone, NATO Allies in Europe and Canada invested a total of USD 574 billion in defence, a 20% increase in real terms compared to 2024. All Allies reported defence expenditure figures that met or went beyond the 2% target first set in 2014, with many making steep increases in spending, and three Allies already meeting the new 3.5% objective in 2025. This shows that NATO Allies recognise our changed security environment, and the need to meet

our collective obligations. That makes us all safer and more secure, but we need to keep up the momentum. I expect Allies at the next NATO Summit in Ankara to show they are on a clear and credible path towards the 5% objective.

In The Hague, Allies also agreed to rapidly expand transatlantic defence industrial cooperation: to provide raw industrial capacity and more innovation, so that our armed forces get the capabilities they need and we can continue supporting Ukraine. We are working closely with the European Union and our partners in the Indo-Pacific region on this and in other areas.

We reaffirmed our strong support for Ukraine and, throughout 2025, NATO and Allies continued to step up. NATO launched the Prioritised Ukraine Requirements List initiative, or PURL, which is channelling American military hardware into Ukraine, paid for by Allies and partners. This is essential firepower that only the United States can provide at speed and at scale, and which is helping Ukraine hold the frontline and protect its people.

NATO's long-term support means Ukraine can defend itself today, be in a strong position to secure a just and lasting peace, and be able to deter any Russian aggression in the future. In addition to existing programmes and structures

to help Ukraine, such as NATO Security Assistance and Training for Ukraine, we opened the first ever joint NATO-Ukraine civil-military organisation in 2025. The Joint Analysis, Training and Education Centre in Poland is now delivering important lessons from the battlefield.

NATO also continued to strengthen its deterrence and defence in 2025 by adapting its command structure. The area of responsibility of Joint Force Command Norfolk in the United States grew to include Denmark, Finland and Sweden. NATO also opened a new Combined Air Operations Centre in Norway to enhance air operations in the High North, the Arctic and across the Alliance. Throughout 2025, NATO and Allies continued a robust exercise programme to test and train our armed forces and capabilities so they are always ready to deter and defend.

I expect the NATO Summit in Ankara this July to build on our achievements in 2025. There is no room for complacency and no time to waste, because the security of one billion people is at stake. A strong transatlantic bond remains essential in an age of global uncertainty. North America and Europe have always been stronger together in NATO and that is how we will continue to stay safe in a more dangerous world.



Mark Rutte

FOR THOSE WHO SERVE

The freedom and security of NATO's one billion citizens depends, above all, on the men and women of our armed forces.

In 2025, these brave men and women continued to demonstrate extraordinary levels of skill and commitment in all domains, including in the air, on land and at sea.

In an uncertain world, they are willing to put themselves in harm's way each and every day. This keeps us all safe and allows us to look ahead with confidence. They are truly the embodiment of the North Atlantic Treaty and the transatlantic bond.

We honour and thank them for everything they do.

NATO IN 2025: A STRONGER ALLIANCE



January

NATO launches Baltic Sentry to enhance NATO's military presence in the Baltic Sea and deter attempts to damage critical undersea infrastructure.

Exercise Steadfast Dart 25 is the first large-scale deployment of the Allied Reaction Force, with 10,000 personnel and 1,500 vehicles across the air, land, maritime, cyber and space domains.



A Royal Netherlands Navy diver prepares to enter the water as part of Baltic Sentry. Near Copenhagen, Denmark, February 2025.

February

NATO Defence Ministers mark progress in bolstering deterrence and defence, including increases in defence spending, ramped up defence production and continued support to Ukraine. In 2024 alone, investment in defence by non-US Allies reached USD 485 billion, up 20% from the previous year.

NATO publishes a new policy on Integrated Air and Missile Defence, addressing air and missile threats from all directions.

March

The Republic of Korea, Switzerland and Ukraine partner with NATO's Science & Technology Organization, contributing to joint research and development.

April

NATO Foreign Ministers meet to prepare the Summit in The Hague. The Secretary General reaffirms NATO's support to Ukraine, welcoming continuing Allied pledges of military assistance.

NATO Secretary General Mark Rutte makes his first official trip to the Indo-Pacific, visiting Japan and bolstering collaboration in defence industrial production, cyber defence and maritime security.

NATO begins its advanced anti-submarine warfare exercise in the High North, Dynamic Mongoose 25.



NATO Secretary General Mark Rutte visits Yokosuka Naval Base, Japan, April 2025.

May

NATO Foreign Ministers meet in Antalya, Türkiye to discuss strengthening Allied deterrence and defence and reaffirm NATO's support to Ukraine.

NATO's exercise Steadfast Deterrence 25 evaluates strategic command and defence plan activation for NATO and Allies.

June

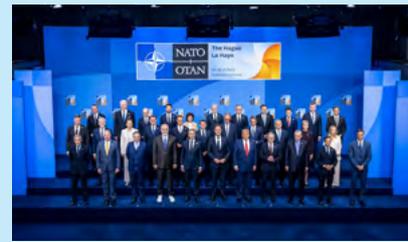
NATO DIANA unveils 10 new challenges to Allied innovators in areas such as energy and power, human resilience and biotechnology, and resilient space operations.

NATO Defence Ministers agree an ambitious new set of Capability Targets to build a stronger and fairer Alliance, and ensure future warfighting readiness. They also approve the Rapid Adoption Action Plan to accelerate uptake of new technologies, and the first Commercial Space Strategy to improve NATO's ability to work with commercial space partners and services.

At the 2025 **NATO Summit in The Hague**, Allied Leaders take important steps to ensure the freedom and security of the Alliance's one billion citizens:

- The **Hague Defence Investment Plan** commits Allies to investing 5% of GDP in defence and security by 2035.
- An updated **Defence Production Action Plan** makes it easier to aggregate demand, boost capacity and strengthen engagement with industry.
- Groups of Allies agreed to multinational projects, including the joint acquisition, storage, transportation and management of stockpiles of **defence-critical raw materials**.

Meetings were held with **defence industry** executives to explore how to boost defence industrial production across NATO and with leaders from the **European Union, Ukraine and the Indo-Pacific region** to discuss common security challenges.



The NATO Secretary General and Heads of State and Government at the 2025 NATO Summit. The Hague, the Netherlands, June 2025.

July

General Alexus G. Grynkewich of the US Air Force becomes the new Supreme Allied Commander Europe (SACEUR).

The Secretary General and US President Donald Trump agree that NATO will coordinate the delivery of US equipment and munitions identified by Ukraine as operational priorities under the new Prioritised Ukraine Requirements List (PURL) mechanism. Allies begin to contribute in August.

August

The Secretary General announces that the 2026 NATO Summit will be held in Ankara, Türkiye.

September

Following a series of airspace violations, NATO launches Eastern Sentry to bolster the Alliance's posture along the eastern flank to shield and protect Allies.

Building on a decades-long strategic partnership, NATO opens a Liaison Office in Amman, capital of the Hashemite Kingdom of Jordan.

The 20th NATO civil emergency response exercise, Bulgaria 2025, starts and brings together 1,200 participants from Allies, partners and international organisations to improve emergency preparedness, build resilience and save lives.



A French air parachute commando guards a Rafale fighter jet. Poland, September 2025.

October

Around 70 aircraft take part in training flights as part of NATO's nuclear deterrence exercise Steadfast Noon.

The Combined Air Operations Centre opens in Bodø, Norway to lead and coordinate air operations across the Nordic region, the Arctic and the wider Alliance.

NATO Defence Ministers discuss delivering on defence investment commitments, expanding NATO's ability to counter drones, and continued support to Ukraine.

November

NATO holds its first Civilian Planning Conference in Stockholm, Sweden to align its defence plans with efforts to boost resilience.

NATO and Ukraine announce the new joint UNITE – Brave NATO initiative, helping innovators to tackle urgent battlefield challenges together and scale new technologies.

At the 2025 NATO Industry Forum in Bucharest, Romania, more than 900 participants from Allies, partners and industry discuss how to develop the capabilities the Alliance needs.



Deputy Secretary General Radmila Shekerinska with Mykhailo Fedorov, at the time Ukrainian Minister of Digital Transformation (now Minister of Defence). Kyiv, Ukraine, November 2025.

December

NATO Foreign Ministers address hybrid threats and reaffirm their commitment to increasing defence investment, boosting production and sustaining support for Ukraine.

By the end of 2025, more than two thirds of NATO Allies have contributed to the PURL mechanism.

NATO's flagship cyber defence exercise, Cyber Coalition 25, involves more than 1,300 cyber defenders from 29 NATO Allies and seven partner countries.

A STEADFAST ALLIANCE: DETERRENCE AND DEFENCE ACROSS ALL DOMAINS

NATO's deterrence and defence posture is based on an appropriate mix of nuclear, conventional and missile defence capabilities, complemented by space and cyber capabilities. It is defensive, proportionate and fully in line with Allies' international commitments.

As NATO's 2022 Strategic Concept makes clear, the Russian Federation is the most significant and direct threat to Allies' security and to peace and stability in the Euro-Atlantic area. Terrorism, in all its forms and manifestations, is the most direct asymmetric threat to the security of Allied citizens and to international peace and prosperity. At the 2025 Summit in The Hague, NATO Leaders reiterated their unity in the face of profound security threats and challenges, in particular the long-term threat posed by Russia to Euro-Atlantic security and the persistent threat of terrorism.

In 2025, Russia violated the airspace of several Allies and continued its malign cyber and hybrid actions. Russia continues its war of aggression against Ukraine and has intensified its aggressive behaviour through sub-threshold activities against Allies across the Euro-Atlantic area. In response, NATO and Allies continued to work towards constraining, contesting and countering Russia's hybrid actions and stepped up their support to Ukraine.

Terrorists and terrorist groups continue to commit or encourage vicious attacks when and where they can, undermining security on Allied territory and in its immediate neighbourhood. They remain determined to expand their networks and increase their reach and lethality. Allies have continued to implement their counter-terrorism plans, address the terrorist threat in exercises, and deepen cooperation with partners.

Meeting the Growing Threats: The Alliance Steps Up

NATO is a defensive alliance – with a solemn, decades-old responsibility to protect its citizens and territory. A more dangerous world requires a stronger, fairer and more lethal NATO. That is why Allies are moving further and faster to meet the growing threats the Alliance faces: investing even more in defence and taking significant steps to boost industrial capacity. They have deployed combat-ready forces on the eastern flank and developed

the most comprehensive defence plans since the Cold War. All of this means NATO is ready, willing and able to defend every inch of Allied territory.

At the 2025 Summit in The Hague, Allied Leaders took historic decisions to ensure NATO remains the strongest alliance in history. They agreed to a new Defence Investment Plan of 5% of Gross Domestic Product (GDP), up from the previous benchmark of 2%. As part of that Plan, Allies committed to spending 3.5% of GDP on core defence, and 1.5% on other security- and defence-related expenditures such as civil preparedness and resilience, innovation and defence industrial production. In line with the 2025 updated Defence Production Action Plan, greater spending will allow for a rapid expansion and acceleration of defence industrial production. This will ensure that the Alliance continues to do what it was founded to do: deter and defend.

Importantly, Allies are also working hard to develop the capabilities they need. Through the 2025 Rapid Adoption Action Plan, Allies aim to integrate novel and innovative technologies into their armed forces, and ensure they have the digital tools and practices necessary to become an Alliance enabled for multi-domain operations.

Deterrence in Practice: Enhanced Vigilance Activities

Vigilance activities are a key aspect of NATO's mission to maintain the security of its citizens. They boost situational awareness and therefore decision-makers' ability to understand and respond to any scenario. Conducted 24 hours a day, seven days a week, across all domains, and wherever needed in SACEUR's Area of Responsibility, they are essential to NATO's 360-degree approach to security. The Alliance continues to develop and conduct enhanced vigilance activities whenever required.

In 2025, two new enhanced vigilance activities were set up, demonstrating the Alliance's resolve, willingness and capability to deter any adversary.



German sailors aboard the minehunter FGS Dillingen deploy an underwater drone for mine counter-measure operations as part of NATO's Baltic Sentry enhanced vigilance activity. Baltic Sea, November 2025.

Baltic Sentry

In January 2025, following a series of incidents relating to critical undersea infrastructure in the Baltic Sea, NATO launched Baltic Sentry. Baltic Sentry monitors and secures the Baltic Sea against any potential adversarial action affecting critical undersea or maritime infrastructure such as energy and communications cables. Ships, submarines, maritime patrol aircraft, and uncrewed and other systems were deployed within weeks to deter potential attacks. A hallmark of Baltic Sentry was the speed of reaction by the NATO Command Structure, which quickly delivered enhanced situational awareness and an appropriate regional response to the threat.

Eastern Sentry

Following an unprecedented series of airspace violations by Russian drones along the Alliance's eastern flank, NATO launched Eastern Sentry in September 2025. Eastern Sentry is a multi-domain activity enhancing the Alliance's vigilance and readiness and securing the airspace on the eastern flank from potential air violations. It has further bolstered NATO's posture in the east of the Alliance, with deployed air-, land- and sea-based military assets. Eastern Sentry's capabilities also include innovative technologies and tactics to deal with drones, often operating in tandem with traditional capabilities. This approach has boosted NATO's ability and readiness to shield Allies, and will inform the continuing adaptation, for instance, of NATO's Integrated Air and Missile Defence.

NATO Military Presence in the East of the Alliance*

Symbols depicted on the map do not necessarily indicate specific geographical location.



Forward Land Forces

Mission: Strengthening deterrence and defence
Location: Bulgaria, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia
Contributors: See on the map

NATO Enhanced Vigilance

Mission: Strengthening deterrence and defence
Location: Bulgaria, Romania
Contributors: Albania, Belgium, Bulgaria, France, Italy, Luxembourg, Montenegro, North Macedonia, Poland, Portugal, Romania, Spain

Air Defence

Mission: Strengthening air defences
Location: Estonia, Latvia, Poland, Romania
Contributors: Czechia, Denmark, France, Germany, Italy, Netherlands, Norway, Poland, Spain, United Kingdom, NATO (AWACS aircraft, Multinational MRTT** aircraft)

Enhanced Vigilance Activity Baltic Sentry

Mission: Enhancing NATO's military presence in the Baltic Sea and improving Allies' ability to respond to destabilising activities
Location: Baltic Sea

Enhanced Vigilance Activity Eastern Sentry

Mission: Enhancing NATO's vigilance along the entire eastern flank through flexible and multi-domain activities
Location: Along the eastern flank

Airborne Warning and Control System (AWACS) Patrols

Mission: Patrolling the skies over Europe for early detection of air threats
Contributors: France, Greece, Italy, Sweden, Türkiye, NATO AWACS aircraft

Amphibious Task Force

Mission: Strengthening deterrence and defence at sea and on land
Location: Baltic Sea
Contributors: France, Italy, Spain, Türkiye, United Kingdom, United States

Joint Intelligence, Surveillance and Reconnaissance

Mission: Supporting decision-makers with timely information and intelligence
Contributors: Belgium, Bulgaria, Canada, Croatia, Czechia, France, Germany, Greece, Hungary, Italy, Lithuania, Norway, Poland, Spain, Sweden, Türkiye, United Kingdom, United States, NATO (Intelligence, Surveillance and Reconnaissance Force, AWACS aircraft)

Standing Naval Forces (SNMGI & 2 / SNMCMGI & 2)***

Mission: Providing the Alliance with a continuous naval presence
Location: Baltic Sea
Contributors: Belgium, Canada, Croatia, Denmark, Estonia, Finland, France, Germany, Greece, Italy, Latvia, Lithuania, Netherlands, Norway, Poland, Portugal, Spain, Sweden, Türkiye, United Kingdom

Maritime Patrol Aircraft

Mission: Supporting deterrence and defence posture through Vigilance Activities; supporting maritime situational awareness; and contributing to Joint Intelligence, Surveillance and Reconnaissance
Location: Baltic Sea and Black Sea
Contributors: Canada, Estonia, Finland, France, Germany, Greece, Iceland, Italy, Netherlands, Norway, Poland, Portugal, Spain, Sweden, Türkiye, United Kingdom, United States

Permanent Rotational Air Policing

Mission: Protecting the airspace of the eastern flank
Location: Bulgaria, Estonia, Lithuania, Poland, Romania
Contributors: France, Germany, Hungary, Italy, Netherlands, Poland, Portugal, Romania, Spain, Sweden, United Kingdom

Combined Force Space Component Command

Mission: Helping to coordinate Allied space activities and support NATO activities and operations, and to protect Allied space systems by sharing information about potential threats
Location: Germany
Contributors: Belgium, Canada, Czechia, France, Germany, Greece, Hungary, Italy, Netherlands, Poland, Romania, Spain, Sweden, Türkiye, United Kingdom, United States

* This map represents the NATO military presence in the eastern flank of the Alliance. For a Europe-wide overview see the map on page 14.

** Multi-Role Tanker Transport (MRTT).

*** Standing NATO Maritime Groups (SNMGI & 2), Standing NATO Mine Countermeasures Groups (SNMCMGI & 2).

Prepared to Fight: Enhancing Warfighting Readiness

In 2025, Allies continued to ensure that pre-assigned, forward-deployed forces and reinforcements were readily available to support NATO's defence plans, reinforcing the Alliance's military strength. This was achieved through the NATO Force Model, the framework which the Alliance uses to organise, manage, activate and command Allied national forces.

NATO continues to maintain a strong forward presence on its eastern flank, including through multinational Forward Land Forces (FLF) stationed in Bulgaria, Estonia, Hungary, Latvia, Lithuania, Poland, Romania and Slovakia. These FLF are robust, fully combat-capable, interoperable, kept at high readiness, and vary in size and composition according to military requirements. They enable Allied troops and personnel to serve and train together, with annual military exercises to develop and demonstrate their capacity to rapidly scale up to brigade level when and where required. In future, NATO will also strengthen its defences along the northern flank through FLF Finland. All of these deployments are defensive and proportionate.

2025 marked the first large-scale deployment of the Allied Reaction Force (ARF), during Steadfast Dart 25, the year's largest NATO exercise. The ARF has a multi-domain composition and includes land, maritime, air, Special Operations Forces, cyber, space, logistics and strategic communications elements, provided by NATO Allies through a rotational system. Flexible, scalable and multinational by design, the ARF became fully operational in 2024 and is a clear demonstration of Allied solidarity and resolve.

NATO Command and Control

The Alliance continues to further strengthen the NATO Command Structure – the backbone of its Command and Control (C2) – in the face of evolving threats. An enhanced C2 structure enables the Alliance to conduct the full spectrum of missions, including large-scale multi-domain operations for collective defence, and ensure a smooth transition from peacetime to crisis and conflict if required.

The NATO Command Structure comprises a series of permanent multinational headquarters located across NATO and augmented by the NATO Force Structure – forces placed at the Alliance's disposal by Allies, along with their associated C2 structures.

The newly established Multi-Corps Land Component Command Northwest in Mikkeli, Finland and the Combined Air Operations Centre in Bodø, Norway are the latest examples of NATO's enhanced C2 structure. Furthermore, in 2025, the area of responsibility of Joint Force Command Norfolk in the United States expanded to cover Denmark, Finland and Sweden. Together, these changes will help the Alliance to deploy and command defensive, multi-domain forces across the Arctic and the High North, if called upon.

Enabling and Sustaining Allied Operations

NATO's capacity to carry out its mission relies on Allies' ability to both deploy and sustain their military forces. Deploying Allied forces in the right place at the right time requires significant preparedness, at both the national and multinational level. It also requires a whole-of-government effort entailing effective civil support to the military for deterrence and defence. Being able to sustain forces over a long period of time is just as important as the ability to deploy them in the first place. This typically includes the extensive provision of personnel, IT systems, logistics, medical, military engineering, finance and contractor support – all of which can shape the tempo, duration and intensity of operations.

Logistics underpins the ability to act. NATO Allies need to continuously invest in, build, test and maintain their individual and collective logistics capabilities, ensuring that they are able to support the full spectrum of military operations, including in a potential collective defence scenario. Enabling and sustaining Allied missions, operations and activities requires a mutually reinforcing network of national, bilateral and Alliance-wide initiatives. The Joint Support and Enabling Command (JSEC) in Ulm, Germany is NATO's specific functional command mandated to coordinate reinforcement by Allied forces and logistical support across national borders within SACEUR's Area of Responsibility. The JSEC provides a comprehensive and multi-domain picture to support effective decision-making.

In 2025, Allies continued to boost and enhance their logistics capabilities, both individually and together.

NATO Initiatives	Allies' Initiatives
Logistics	
<p>NATO's new Logistics Action Plan is designed to ensure that NATO and Allies have everything they need to reinforce and sustain forces in order to effectively deter and defend Allied territory.</p> <p>This includes developing more efficient and effective mechanisms to increase transport and logistics capacity, as well as secure fuel supplies, while learning from exercises and boosting cooperation with industry.</p>	<p>Allies remain responsible for equipping their own forces and keeping NATO commanders informed about their capabilities and logistics. Through Critical Logistics Initiatives, Allies provide inputs on specific logistics projects.</p> <p>These include eight areas for immediate action: multinational maintenance, multinational contracting, contested logistics, additive manufacturing, mobility corridors, movement of ammunition, customs digitalisation and rail movement.</p>
Host Nation Support	
<p>Host Nation Support for collective defence is a key element of NATO's ability to rapidly deploy, sustain and maintain forces. NATO works closely with all Host Nations to establish minimum requirements that Allies need to make available in peacetime, to be used if needed for the execution of plans.</p> <p>These requirements include infrastructure, enabling capabilities, supplies and services, and other whole-of-government provisions.</p>	<p>Allies have to ensure, individually or collectively, that they can meet minimum requirements to support NATO forces. They also have an obligation to assess their own civil capacity to deliver Host Nation Support.</p> <p>Allies regularly test their Host Nation Support requirements. In March 2025, for instance, several Allies used Joint Viking 25 – the year's largest military exercise in Norway, involving 10,000 Allied soldiers – to explore approaches to Host Nation Support.</p>
Military Mobility Areas	
<p>The development of Military Mobility Areas is a means of enhancing military movement through Allied territory. These Areas focus on functional aspects to facilitate reinforcement, such as cross-border regulations, that would streamline logistics and sustainment support to Allied operations.</p> <p>In these efforts, engagement with the European Union is important to ensure that the EU's policies and regulations are aligned with NATO standards and procedures.</p>	<p>To develop national and regional Areas for movement, many groups of adjacent Allies have signed formal agreements to form a Military Mobility Area with the aim of facilitating movement into, through and from their territory. There are currently six Military Mobility Areas under development.</p> <p>These Allies cooperate on harmonising their border-crossing procedures. The prime example is the Netherlands-Germany-Poland Military Mobility Area, which has seen the most progress. Other Areas are expected to follow suit.</p>
Exercises	
<p>NATO and Allies increasingly use exercises to test and verify their logistical capabilities, with the Joint Support and Enabling Command playing a pivotal role as the operational authority responsible for coordinating troop movements and security in Europe.</p>	<p>Allies test their logistics support, movement and maintenance capabilities through national and multinational exercises. Steadfast Dart 25 tested the ability of the Allied Reaction Force to deploy quickly and efficiently, while Dacian Fall 25 simulated the defence of NATO's south-eastern flank.</p>



The NATO Secretary General during a visit to the NATO Airborne Early Warning and Control Force Headquarters. Geilenkirchen, Germany, November 2025.

Securing Allied Skies

Air and Missile Threat Environment

NATO continues to take all necessary measures to ensure that its Integrated Air and Missile Defence is coherent, resilient and adaptable to the evolving security environment. With the air domain becoming increasingly contested, the Alliance is in a state of constant readiness against air and missile attacks. This includes anything from small, low- and slow-flying drones to all types of cruise and ballistic missiles, including hypersonic capabilities. NATO's ability to deter and defend against such threats was further enhanced by the launch of Eastern Sentry in September 2025. This was a response to an unprecedented series of airspace violations by Russian aircraft and drones along the Alliance's eastern flank.

Counter-Uncrewed Aircraft Systems (C-UAS)

Uncrewed aircraft systems (UAS) pose a new set of challenges for the Alliance. As part of its war of aggression against Ukraine, for instance, Russia often deploys a high number of one-way attack drones, accompanied by ballistic and cruise missiles, as well as decoys. The low cost and widespread availability of smaller drones also mean they can more easily be used by non-state actors.

Responding to this new and evolving threat is an ongoing challenge, best served by a coherent, coordinated and flexible approach to air and missile defence more generally. NATO is expanding and accelerating its ability to counter threats and challenges posed by UAS. In September 2025, NATO Allies, along with Ukraine, came together to support Denmark's efforts to defend its airspace from drone incursions. In October 2025, the Secretary General announced a C-UAS package of measures to counter this threat including through improved planning, emergency coordination and procurement. NATO continues to support Allies in the rapid joint procurement and innovative development of C-UAS capabilities.

NATO Integrated Air and Missile Defence Policy

In 2025, for the first time in its history, NATO published a summary of its Integrated Air and Missile Defence Policy. The document provides a high-level framework for the protection of Alliance territory, populations and forces, and reflects all significant policy changes in recent years. The Policy addresses all types of air and missile threats emanating from all directions, at all speeds and all altitudes, from ground to space. The Policy also stresses that NATO's air and missile defence is defensive in nature. The document is essential in guiding Allies' efforts to further strengthen their air and missile defence capabilities in a more dangerous world.

Securing Space

The scale and pace of change in the space environment has created new opportunities for NATO, as well as risks and challenges. Attacks to, from or within space could lead to the invocation of Article 5 of the North Atlantic Treaty, and the Alliance is committed to reinforcing its related deterrence and defence. In 2025, NATO took steps to further integrate space into Allied planning, training, exercises and multi-domain operations. NATO is strengthening its Space Operations Centre in Ramstein, Germany and enhancing engagements with partners on space-related issues. NATO has also stepped up its efforts to support Allied delivery of space capabilities and effects, including through its new Commercial Space Strategy, agreed in February 2025.

Elements of NATO Deterrence and Defence

-  NATO member
-  NATO partner
-  Key NATO and Allied exercises
-  Baltic Sentry
-  Eastern Sentry

Symbols depicted on the map do not necessarily indicate specific geographical location.

For more on NATO and Allied exercises please refer to Annex II.



NATO Allied Reaction Force



Mission: Delivering forces, fires and effects, at short notice, in support of NATO's three core tasks, contributing to peacetime vigilance, deterrence and defence

Location: France, Italy, United Kingdom

Contributors: NATO Rapid Deployable Corps, Bulgaria, Canada, Croatia, Czechia, Estonia, France, Germany, Greece, Hungary, Italy, Latvia, Lithuania, North Macedonia, Spain, Türkiye

Standing Naval Forces (SNMG1 & 2 / SNMCMG1 & 2)*



Mission: Providing the Alliance with a continuous naval presence

Location: Atlantic Ocean, Baltic Sea, Mediterranean Sea, North Sea

Contributors: See detailed list on page 10

Ballistic Missile Defence



Mission: Protecting Allied populations, territory and forces

Location: Germany, Poland, Romania, Spain, Türkiye

Contributors: United States, NATO (Allied Air Command)

Regional Hub for the South



Mission: Enhancing understanding of the regional dynamics in Africa and the Middle East; assisting NATO in harmonising activities in the South

Location: Allied Joint Force Command Naples

Contributors: 18 Allies contribute with Voluntary National Contributions and reassigned Joint Force Command Naples staff

Support and Assurance for Türkiye



Mission: Reinforcing air defences and providing tailored assurance measures for Türkiye

Location: Türkiye

Contributors: Spain (Patriot Ballistic Missile Defence system), NATO AWACS aircraft

Airborne Warning and Control System (AWACS) Patrols



Mission: Patrolling the skies over eastern Europe for early detection of air threats

Contributors: France, Greece, Italy, Sweden, Türkiye, NATO AWACS aircraft

Maritime Patrol Aircraft



Mission: Supporting deterrence and defence posture through Vigilance Activities; supporting maritime situational awareness; and contributing to Joint Intelligence, Surveillance and Reconnaissance

Location: Along eastern borders in the North Cape, Baltic Sea, Black Sea, Mediterranean Sea, and in the North Sea, Norwegian Sea and Atlantic Ocean

Contributors: Canada, Estonia, Finland, France, Germany, Greece, Iceland, Italy, Netherlands, Norway, Poland, Portugal, Spain, Sweden, Türkiye, United Kingdom, United States

Permanent Rotational Air Policing



Mission: Protecting the airspace of the eastern flank

Location: Bulgaria, Estonia, Lithuania, Poland, Romania

Contributors: France, Germany, Hungary, Italy, Netherlands, Poland, Portugal, Romania, Spain, Sweden, United Kingdom

Forward Land Forces



Mission: Strengthening deterrence and defence

Location: Bulgaria, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia

Contributors: See detailed map on page 10

NATO Enhanced Vigilance



Mission: Strengthening deterrence and defence

Location: Bulgaria, Romania

Contributors: Albania, Belgium, Bulgaria, France, Italy, Luxembourg, Montenegro, North Macedonia, Poland, Portugal, Romania, Spain

Air Defence



Mission: Strengthening air defences

Location: Estonia, Latvia, Poland, Romania

Contributors: Czechia, Denmark, France, Germany, Italy, Netherlands, Norway, Poland, Spain, United Kingdom, NATO (AWACS aircraft, Multinational MRTT** aircraft)

Carrier Strike Groups



Mission: Strengthening deterrence and defence at sea and in the air

Location: Atlantic Ocean, Mediterranean Sea, North Sea

Contributors: France, Italy, Spain, Türkiye, United Kingdom, United States

Enhanced Vigilance Activity Baltic Sentry



Mission: Enhancing NATO's military presence in the Baltic Sea and improving Allies' ability to respond to destabilising activities

Location: Baltic Sea

Enhanced Vigilance Activity Eastern Sentry



Mission: Enhancing NATO's vigilance along the entire eastern flank through flexible and multi-domain activities

Location: Along the eastern flank

Amphibious Task Force



Mission: Strengthening deterrence and defence at sea and on land

Location: Atlantic Ocean, Baltic Sea, Mediterranean Sea, North Sea

Contributors: France, Italy, Spain, Türkiye, United Kingdom, United States

Iceland Peacetime Preparedness



Mission: Protecting Iceland's airspace

Location: Iceland

Contributors: Belgium, Czechia, Finland, Spain

Joint Intelligence, Surveillance and Reconnaissance



Mission: Supporting decision-makers with timely information and intelligence

Contributors: See detailed list on page 10

Operation Sea Guardian



Mission: Providing maritime security across the Mediterranean Sea

Location: Mediterranean Sea

Contributors: Albania, Croatia, Germany, Greece, Italy, Portugal, Romania, Spain, Türkiye

All maps are based on commercial data. The boundaries shown and the designations used do not imply official endorsement or acceptance by NATO. Due to size limitations, some inserts may have been added to the maps to include other geographical areas. Note: Map data display contributions by Allies in 2025.

* Standing NATO Maritime Groups (SNMG1 & 2), Standing NATO Mine Countermeasures Groups (SNMCMG1 & 2).

** Multi-Role Tanker Transport (MRTT).

Securing the Seas

The world is inextricably connected by its oceans and seas, meaning that maritime security is vital to peace and prosperity. Recent maritime crises and incidents have underscored the importance of the maritime domain to NATO as a transatlantic alliance. As outlined in the 2025 Alliance Maritime Strategy, NATO's maritime power addresses threats and challenges from all directions, across all domains, based on a 360-degree approach, and contributes to the fulfilment of its three core tasks. The Alliance continues to assure maritime access, uphold freedom of navigation, safeguard vital sea lines of communications and protect critical infrastructure. It does this, for instance, by boosting maritime readiness and situational awareness, using its posture and mass, and enhancing existing capabilities with emerging technologies.

NATO is also strengthening its high-end capabilities such as its carrier strike, anti-submarine warfare, naval mine warfare, autonomous systems and precision strike capabilities. Maritime forces also play a flexible role in crisis management, from deterrence and maritime interdiction to humanitarian assistance and disaster relief. Operation Sea Guardian, for instance, is a non-Article 5 maritime security operation working with Mediterranean stakeholders to maintain situational awareness, deter and counter terrorism, and enhance capacity-building.

Enhancing Readiness at Sea

In September, off the coast of Portugal, 22 NATO Allies participated in exercise Dynamic Messenger 25. Combined with the Robotic Experimentation and Prototyping with Maritime Uncrewed Systems (REPMUS) exercise, Dynamic Messenger tested and evaluated new technologies and maritime capabilities in a realistic setting while also bringing together operational teams, industry and academia. This exercise advanced the integration of uncrewed systems into the operational environment and highlighted NATO's commitment to innovation and force integration, while maintaining high readiness at sea.

Securing Cyberspace

Every day, state and non-state actors work in cyberspace to disrupt NATO's defences, degrade its critical infrastructure, spy on its societies, and interfere with the workings of government. Adversaries and strategic competitors continue to ramp up malicious cyber campaigns against the Alliance to undermine Allied support for Ukraine, pre-position for future conflicts, and sow distrust and disunity. In 2025, Allies made North Atlantic Council statements condemning malicious cyber activities, respectively addressing Chinese threat actors (in May 2025) and Russia (in July 2025).

Allies have also committed to a proactive and coordinated approach, using NATO as a platform to track malicious cyber campaigns and impose costs on adversaries targeting them below the Article 5 threshold. During the annual NATO Cyber Defence Conference in Tirana, Albania in October, Allies used a simulated wargame to test a new toolbox of response options to malicious cyber campaigns.

NATO's Integrated Cyber Defence Centre

In 2025, NATO's Integrated Cyber Defence Centre (NICC) started operations. The NICC brings together civilian and military personnel from across NATO, Allied countries, and experts from industry on a 24/7 basis. The Centre enhances the protection of NATO and Allied networks and the use of cyberspace as an operational domain. It informs NATO military commanders of possible threats and vulnerabilities in cyberspace across the Alliance. It also uses advanced technologies to increase situational awareness in cyberspace and improve collective resilience and defence. The NICC will continue to progress towards full operational capacity over the coming years.

NATO continues to stand for a free, open, peaceful and secure cyberspace. Strengthening engagement with partners, including with Ukraine and the European Union, remains a clear priority. The NATO Cyber Champions Summit, held in Seoul, Republic of Korea in September, provided a unique venue for Allies and partners to discuss the cyber defence of critical infrastructure and the expansion of NATO cooperation with its Indo-Pacific partners. Allies also continue to implement the Cyber Defence Pledge to strengthen the cyber defences of their own national networks and infrastructure, with a priority focus on critical infrastructure resilience.



A Dutch F-35A fighter jet takes off during exercise Steadfast Noon. The Netherlands, October 2025.

Steadfast Noon

NATO held its annual nuclear deterrence exercise Steadfast Noon in October, involving around 70 aircraft and over 2,000 personnel from 14 Allied countries.

The exercise was hosted by the Netherlands from Volkel Air Base and used airspace over the North Sea. A variety of aircraft types participated including surveillance, air-to-air refuelling, and command and control aircraft. A large contingent of the conventional support operated out of Skrydstrup Air Base in Denmark. In 2025, the F-35A was used prominently in both conventional and nuclear strike roles. Among other things, the exercise tested measures to protect against disruptive technologies such as uncrewed aircraft systems.

Participation in Steadfast Noon rotates among Allies each year. While no nuclear weapons were used in this exercise, it is an important test of the Alliance's nuclear deterrent and sends a clear message to any adversary that NATO can and will protect all Allies.

Ensuring Safe, Secure, Effective and Credible Nuclear Deterrence

NATO continues to pursue all necessary steps to ensure the safety, security, effectiveness and credibility of the Alliance's nuclear deterrence mission. The Nuclear Planning Group remains the sole decision-making forum within NATO on nuclear matters. It is responsible for any and all decisions concerning NATO's nuclear deterrence policies, plans and posture.

At their meeting in June, Defence Ministers discussed the nuclear aspects of the current security environment, including Russia's reckless nuclear rhetoric and use of dual-capable missiles against Ukraine. Ministers approved ways to further strengthen NATO's nuclear planning capability, to ensure Allied preparedness and enhance the coherence and flexibility of NATO's nuclear deterrent.

NATO's nuclear deterrence relies on Allied strategic nuclear forces, US nuclear weapons forward-deployed in Europe, national contributions of dual-capable aircraft, and conventional support capabilities. The three Allied nuclear powers – France, the United Kingdom and the United States – continue to modernise their strategic nuclear forces. Allies also continue to transition to the F-35A as a dual-capable aircraft. The United Kingdom has announced it will procure at least 12 F-35 aircraft and rejoin NATO's dual-capable aircraft mission, which will further strengthen NATO's nuclear deterrence posture. NATO is also modernising its nuclear consultation, command and control capabilities.

Defending Against Chemical, Biological, Radiological and Nuclear Threats

NATO and Allies have continued to work on the practical implementation of NATO's Chemical, Biological, Radiological and Nuclear (CBRN) Defence Policy, adopted in 2022. NATO has also continued to boost understanding of the CBRN threat and encouraged Allies to augment their CBRN defence capabilities through focused policy discussions and training.

In February 2025, NATO conducted Steadfast Wolf 25, its largest CBRN wargame exercise, led by SHAPE. The exercise brought together more than 100 CBRN defence professionals from the NATO Command Structure and the NATO Force Structure, Allies and the Joint CBRN Defence Centre of Excellence to test NATO's capabilities and readiness in a CBRN-contested environment.

In October, the inaugural NATO CBRN Defence Conference took place in London, hosted by the UK Ministry of Defence. Allies, partners and representatives from industry and academia gathered to discuss current and evolving threats and identify opportunities to ensure NATO forces are able to operate effectively, fight and prevail in any environment.

Terrorism: A Persistent Threat

Allies are united in the face of the terrorist threat and have continued to implement the 2024 Updated Policy Guidelines on Counter-Terrorism and the associated Action Plan on Enhancing NATO's Role in the International Community's Fight Against Terrorism. The Alliance has consistently ensured that terrorism is addressed in Allied plans and exercises, and sustained its efforts in areas such as countering UAS, countering improvised explosive devices, biometrics and battlefield evidence.

NATO has also expanded cooperation with partner countries through engagement, training and exercises, and continues to work with the European Union, the United Nations, the International Criminal Police Organization (INTERPOL), the Organization for Security and Cooperation in Europe, the African Union and the Council of Europe.



Training for the Mauritanian Navy at the NATO Maritime Interdiction Operational Training Centre as part of the Defence and Related Security Capacity Building Package for Mauritania. Crete, Greece, May 2025.

A READY ALLIANCE: RESILIENCE AND CIVIL PREPAREDNESS

Resilience is both a national responsibility and a collective commitment rooted in Article 3 of the North Atlantic Treaty. Each NATO Ally needs to be resilient against military and non-military threats and challenges to the Alliance's security, such as natural disasters, disruption of critical infrastructure, and hybrid or armed attacks.

Resilience is the ability to prepare for, resist, respond to and quickly recover from shocks or disruptions, and is a priority for NATO and Allies. It underpins the credibility of the Alliance's deterrence and defence posture by denying hostile actions and supporting the readiness of national and NATO military forces with civilian resources and infrastructure. Resilience is the Alliance's first line of defence: robust military forces rely on robust societies.

Resilience is not a strictly military or civilian responsibility. Instead, it is a whole-of-government and whole-of-society responsibility. This means that civilian planning needs to be integrated into national and collective defence planning, with the public and private sectors both playing their part. Working together is essential to resisting those seeking to undermine or weaken Allied societies and economies.

Destabilisation Campaigns

In 2025, Allies and partners continued to observe and experience a range of hybrid actions. These included cyber attacks, information threats, political interference, sabotage (including to undersea cables and pipelines) and other hostile actions. In response, Allies agreed an updated strategy to counter hybrid actions. They decided to invest in more capabilities to counter the risks posed by hybrid actions, including cyber defence and the protection of critical infrastructure. Allies are also using new technologies to improve how they track patterns of hybrid actions.

NATO's enhanced vigilance activity Baltic Sentry showed how military tools can be used to respond effectively to hybrid actions. Following its launch in January 2025, there has been a considerable reduction in damage to critical undersea infrastructure in the Baltic Sea.

The Alliance has continued to increase support to partner countries in preparing for and resisting hybrid pressure. Cooperation with the private sector has been strengthened, for instance, through NATO's Critical Undersea Infrastructure Network and the Integrated Cyber Defence Centre. Cooperation with the European Union has also been expanded, including through exercises.

Civil Preparedness

NATO and Allies are making substantial progress in enhancing both national and collective resilience, in order to bolster overall readiness and reinforce civil support to the military.

At the 2025 Summit in The Hague, Allies agreed to account for up to 1.5% of GDP per year in defence- and security-related investments such as for infrastructure, industry and resilience. These investments will be vital to boosting civil preparedness and augmenting the resilience of Allied critical infrastructure and networks.

In 2025, Allies worked to bolster civil-military cooperation and ensure greater alignment between NATO's defence plans and civilian planning for resilience. Other achievements included strengthening public-private partnerships, enhancing NATO-EU engagement, and mainstreaming considerations on changing environmental conditions into planning for resilience. NATO has also integrated valuable lessons from Russia's war of aggression against Ukraine into its planning on resilience and civil preparedness.

The Resilience Committee Planning Groups

Six specialised planning groups, composed of subject-matter experts nominated by Allies, are responsible for providing planning guidance and advice on resilience:

- The **Civil Protection Group** provides advice on continuity of government and dealing with the uncontrolled movements of people. In 2025, the Group worked on enhancing public-private cooperation.
- The **Joint Health Group** works on issues relating to mass casualties and other disruptive health crises. In 2025, it focused on, among other things, civil-military medical cooperation.
- The **Food and Agriculture Planning Group** addresses the food and water sectors. In 2025, it explored future risks to water supply chains and integrating lessons for the agriculture and food sectors from Russia's war of aggression against Ukraine.
- The **Transport Group** advises on creating and maintaining resilient civil transport systems. In 2025, the Group continued to identify best practices relating to the delivery of critical services to home populations and civil support to the military.
- The **Energy Planning Group** works on resilient energy supplies. In 2025, it focused on strengthening the resilience of civilian energy supplies in crises as well as learning lessons from recent large-scale disruptions and Russia's war of aggression against Ukraine.
- The **Civil Communications Planning Group** provides advice on the communications sector. In 2025, this included addressing jamming and satellite navigation disruptions, and applying lessons from Russia's war of aggression against Ukraine.



Undersea Security

Allies are stepping up efforts to shield critical undersea infrastructure, especially in the wake of repeated incidents affecting undersea cables in the Baltic Sea. In 2025, NATO supported the rapid acquisition, testing and integration of uncrewed maritime assets through the Task Force X Baltic framework, to reinforce the enhanced vigilance activity Baltic Sentry. NATO has also upgraded maritime situational awareness tools using data fusion to better deter, detect and respond to threats.

Furthermore, the NATO Critical Undersea Infrastructure Network is helping to foster cooperation and share best practices among key stakeholders – including government, military and industry – and NATO partners, such as the EU.

In July 2025, the NATO Research Vessel 'Alliance' successfully detected the underwater acoustic signature of a ship's anchor hitting the seabed, marking a significant breakthrough in efforts to protect critical undersea infrastructure such as pipelines and data cables. The detection forms part of a series of operational firsts achieved during the 'Alliance's' month-long mission in the Baltic Sea. These included the ship's first operations in the waters of Finland and Sweden and the first-time integration of live at-sea data into NATO's Coalition Warrior Interoperability Exercise (CWIX 25) in Poland.



NATO scientists testing an autonomous underwater vehicle, supported by the NATO Research Vessel 'Alliance'. Elba, Italy, 2025.

MAINSAIL

Beginning in January 2025, NATO successfully created and demonstrated an operational prototype to enhance the security of critical undersea infrastructure. MAINSAIL provides a capability for comprehensive seabed-to-space situational awareness for NATO and Allies, analysing vast amounts of data from satellite imagery, sonar systems and underwater sensors. This provides a real-time, 360-degree view of maritime activity, enabling NATO to:

- **Detect and track threats:** Identify and track suspicious vessels, pinpoint potential threats to undersea infrastructure and predict future actions;
- **Enhance situational awareness:** Gain a deeper understanding of the maritime environment, enabling faster and more informed decision-making;
- **Improve response capabilities:** Rapidly respond to emerging threats, such as sabotage attempts, intrusions and cyber attacks.

The project is a collaboration between NATO's Allied Command Transformation, NATO's Centre for Maritime Research and Experimentation, and the Maritime Centre for the Security of Critical Undersea Infrastructure within NATO's Maritime Command.



The NATO Secretary General with senior energy leaders from the US Department of Energy, European Commission and International Energy Agency. Brussels, Belgium, 10 December 2025.

Powering NATO: Energy Security

In the face of more hybrid actions, the resilience of the Alliance's energy sector – including supply chains – is of growing importance. NATO remains focused on countering threats to the energy domain and ensuring the availability of energy supplies and technologies to its military forces.

Russia's war of aggression against Ukraine has demonstrated that energy would also likely be a prime target in any attack directed at NATO. In 2025, Allies continued to support Ukraine's critical energy needs, including through the NATO-Ukraine Council. At the same time, NATO is identifying lessons learned from Ukraine, while intensifying exercises, training and coordination on the protection of critical energy infrastructure. For instance, NATO's exercise Nordic Pine in September tested energy security resilience against hybrid actions, deepening cooperation with the EU and enhancing Allies' understanding of what is needed to ensure security of supply.

The North Atlantic Council held two discussions on energy security in 2025, involving representatives from the International Energy Agency, the European Commission and the United States Department of Energy. In December, the NATO Deputy Secretary General participated in the EU Energy Council for the first time, where she discussed the importance of a strong and resilient energy sector and called for synergy between defence and energy policies. NATO also continued to organise training courses on energy security for Allies and partners.

INVESTING FOR STRENGTH: DEFENCE SPENDING IN 2025

The Alliance's ability to do its job relies on investment to acquire the capabilities it needs. Responding to an increasingly dangerous world, Allies are investing more and more in defence.

Since 2014, European Allies and Canada have increased combined defence spending, in constant prices, every year. 2025 saw an increase of 20% in real terms compared to 2024.¹ Cumulated over the past 11 years, these increases amount to more than USD 1 trillion² extra for defence.

In 2025, all Allies³ met the guideline agreed at the Wales Summit of spending 2% of Gross Domestic Product (GDP) on defence. In addition, three Allies are estimated to have

already met the new guideline of spending at least 3.5% on core defence requirements. European Allies and Canada spent USD 574 billion in 2025, corresponding to 2.33% of their combined GDP. The United States accounted for 52% of Allies' combined GDP and for 60% of combined nominal defence expenditure.

In total, Allies' expenditure on core defence requirements is estimated to have been more than USD 1.4 trillion in 2025.

The Hague Defence Investment Plan

At the 2025 NATO Summit in The Hague, Allies committed to investing 5% of GDP annually on core defence requirements and defence- and security-related spending by 2035. Allies agreed that this 5% commitment will comprise two essential categories of defence investment. They will allocate at least 3.5% of GDP annually – based on the agreed definition of NATO defence expenditure – to resource core defence requirements and meet their NATO Capability Targets.

Allies decided to submit annual plans showing a credible, incremental path to reach this goal.

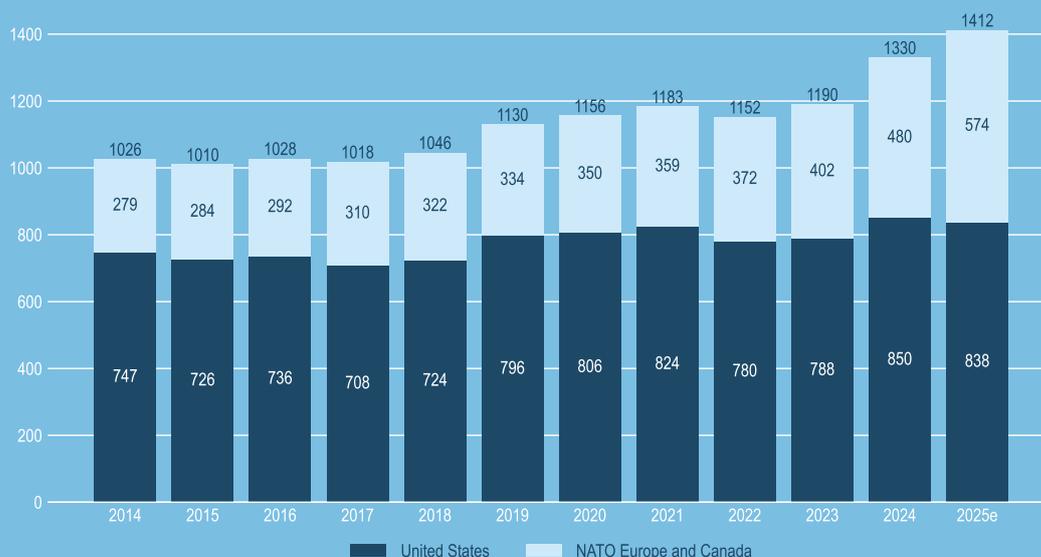
Moreover, they will account for up to 1.5% of GDP annually to, among other things, protect critical infrastructure, defend networks, ensure civil preparedness and resilience, innovate, and strengthen their defence industrial base. The trajectory and balance of spending under this Plan will be reviewed in 2029, in light of the strategic environment and updated Capability Targets.



A Spanish Army howitzer participates in exercise Strong Lineage 25. Near Lešť, Slovakia, June 2025.

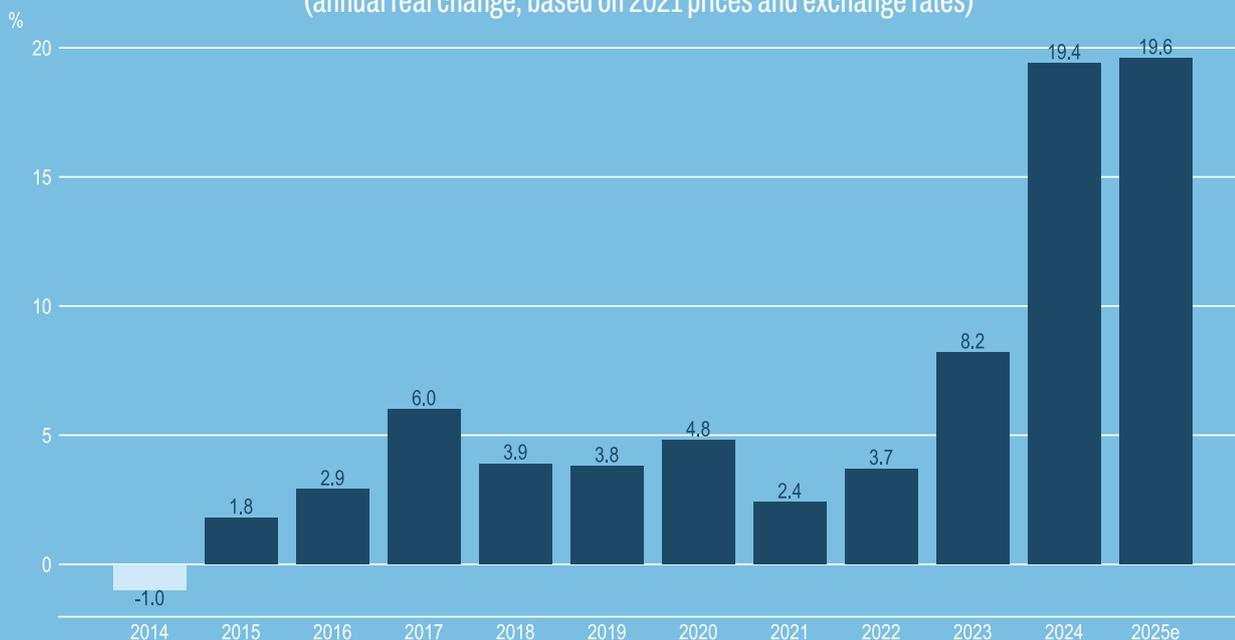
1 The figures presented at aggregate level may differ from the sum of their components due to rounding. All figures for 2025 are estimates.
2 All USD figures on this page are given in 2021 prices.
3 For all graphs and figures in this chapter of the report, it should be noted that Iceland has no armed forces.

Defence expenditure (billion US dollars, based on 2021 prices and exchange rates)



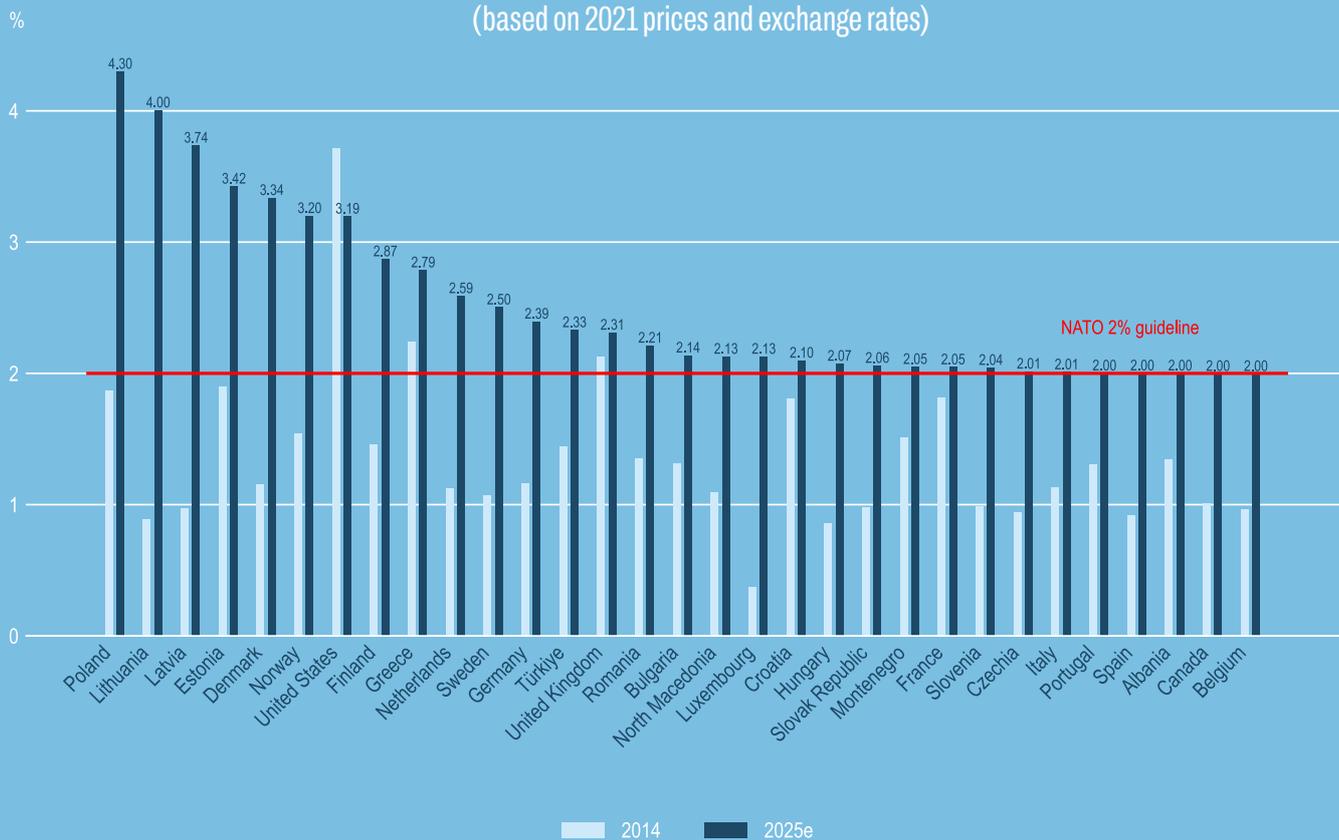
Notes: Figures for 2025 are estimates. The NATO Europe and Canada aggregate from 2017 onwards includes Montenegro, which became an Ally on 5 June 2017, from 2020 onwards includes North Macedonia, which became an Ally on 27 March 2020, from 2023 onwards includes Finland, which became an Ally on 4 April 2023 and from 2024 onwards includes Sweden, which became an Ally on 7 March 2024.

NATO Europe and Canada – defence expenditure (annual real change, based on 2021 prices and exchange rates)

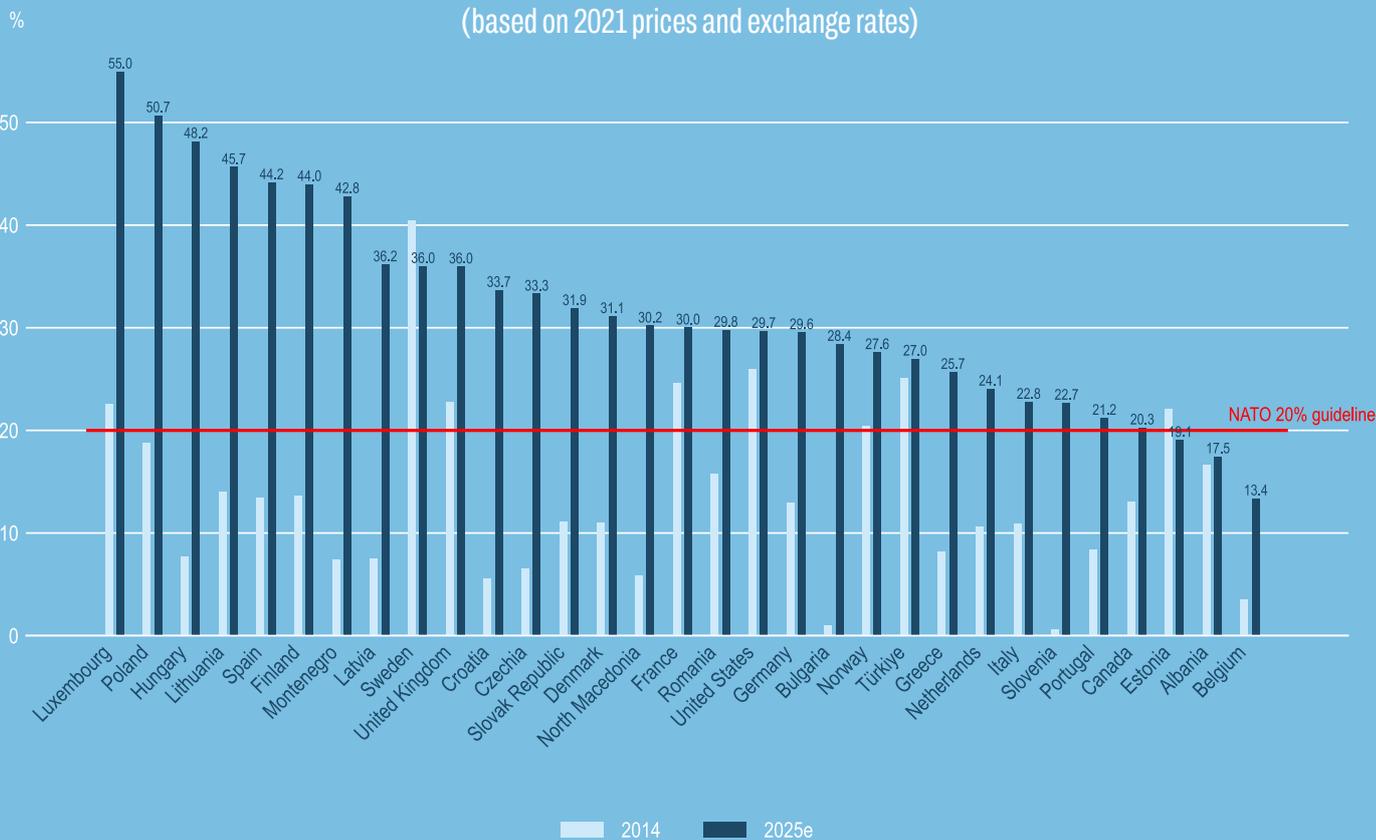


Note: Figures for 2025 are estimates. The NATO Europe and Canada aggregate from 2017 onwards includes Montenegro, which became an Ally on 5 June 2017, from 2020 onwards includes North Macedonia, which became an Ally on 27 March 2020, from 2023 onwards includes Finland, which became an Ally on 4 April 2023, and from 2024 onwards includes Sweden, which became an Ally on 7 March 2024.

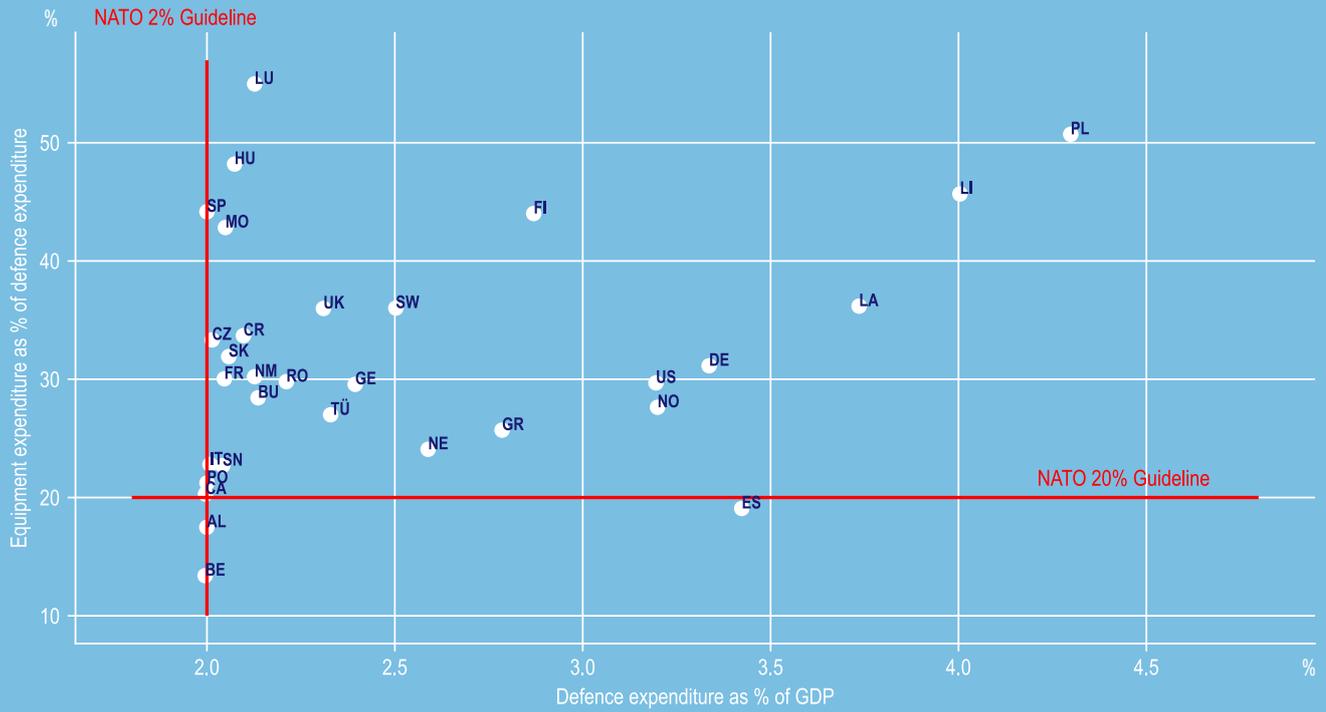
Defence expenditure as a share of GDP (%) (based on 2021 prices and exchange rates)



Equipment expenditure as a share of defence expenditure (%) (based on 2021 prices and exchange rates)



Defence expenditure as a share of GDP and equipment expenditure as a share of defence expenditure - 2025e



MANUFACTURING SECURITY: CAPABILITIES, PRODUCTION AND INNOVATION

NATO continues to use its unique position to help aggregate Allied demand, increase defence production and deliver cutting-edge capabilities.

NATO relies on Allied militaries having the tools and capabilities they need. The Alliance is already home to the world's leading defence industrial suppliers, but a more challenging security environment means Allies need to produce *more* equipment *more* quickly. They need to work together – alongside partners such as Ukraine, the EU and in the Indo-Pacific – to ramp up industrial production and speed up innovation and the adoption of new technologies.

Part of the funding provided through the new NATO Defence Investment Plan can be used to support the expansion of Allies' defence industrial bases, innovation, the creation of additional production lines and the development of safe and secure supply chains. In 2025, NATO Allies made considerable progress on ammunition production.

Setting the Requirements: The NATO Defence Planning Process

The Alliance's primary mechanism for facilitating the identification, development and delivery of its defence capability requirements is the NATO Defence Planning Process (NDPP). This Process gives each Ally targets – based on what is fair and reasonable for them to provide – and assists with the implementation of those targets. The NDPP has five main steps. First, guidance is established by the Allies, setting out overall aims and objectives. This includes the kind of operations the Alliance should be able to support, and with what capabilities.

Based on this, in the second step, NATO's Strategic Commands provide minimum capability requirements to meet these objectives. In the third step, the military requirements are allocated to Allies as capability target packages. Allies are then responsible for implementing these packages. In the fourth step of the Process, NATO facilitates implementation, for instance by supporting Allies in developing capabilities together. Finally, in the fifth step, Allies review the progress achieved, based on data provided by Allies, and assess national implementation of targets.



Russia's war of aggression against Ukraine has created a new sense of urgency. In June 2025, as part of the NDPP, NATO Defence Ministers agreed to an ambitious new set of Capability Targets. These Targets define what forces and capabilities Allies need to provide overall – including a fivefold increase in air and missile defence, thousands more armoured vehicles and tanks, and millions more artillery shells. They also commit the Allies to doubling available logistics, supply, transportation and medical support. At the same time, Allies are investing in more warships, aircraft, drones, long-range missile systems, and space and cyber capabilities.

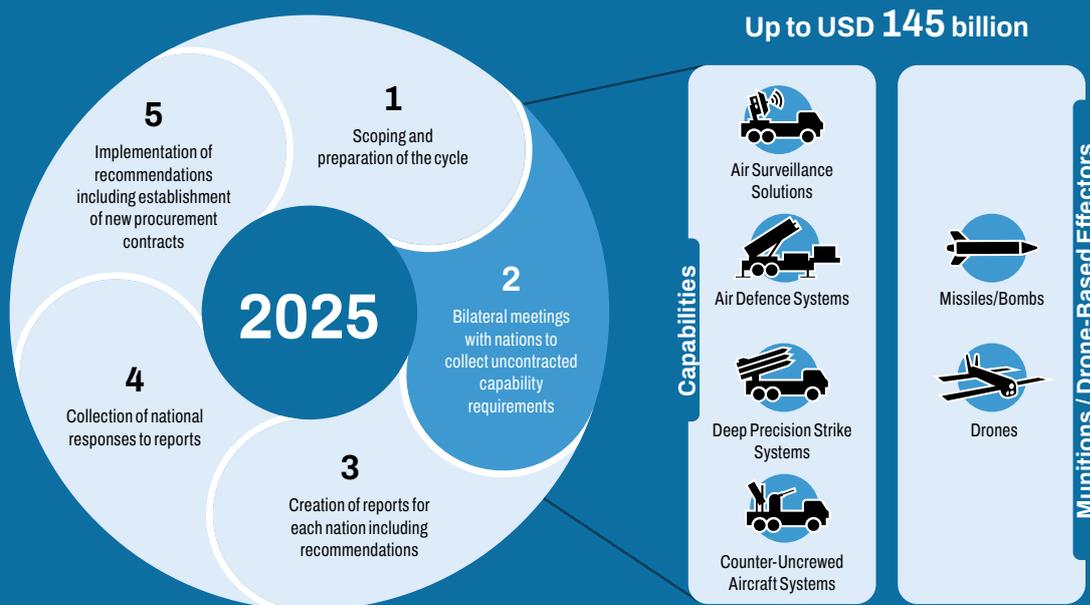
Shaping a Demand Signal: Aggregating Allied Requirements

NATO membership allows Allies to cooperate in quickly developing and acquiring new military capabilities. Working as one, Allies have more purchasing power and are able to send clearer demand signals to manufacturers. This allows them to generate economies of scale and to better plan and ramp up their industrial production. The Alliance has created a voluntary, cyclical and recurring approach to combining individual Allies' requirements and delivering corresponding capabilities on a multinational basis. This is known as the Reoccurring Process for Aggregating Demand – or REPEAD.

The Reoccurring Process for Aggregating Demand

In 2025, the REPEAD began its second cycle, with a focus on air battle decisive munitions such as missiles, bombs, drones and deep precision strike systems as well as air defence systems, including counter-drone systems, and air surveillance solutions. As a result, NATO was able to identify multinational munition and capability requirements that could be valued up to USD 145 billion. NATO is now working with Allies and industry to meet those needs quickly and economically.

The 2026 cycle will focus on maritime battle decisive munitions, intelligence, surveillance and reconnaissance capabilities, and selected land domain requirements.



Scaling Up the Transatlantic Defence Industry

Since Russia's full-scale invasion of Ukraine in 2022, Allies have sought to strengthen their defence industries in many different ways.

An updated Defence Production Action Plan, agreed in February 2025, is helping increase defence industrial capacity and production. The Plan also addresses issues such as supply chain security, joint procurement, interoperability, and enhancing engagement with partner countries, including Ukraine.

2025 NATO Defence Industry Milestones

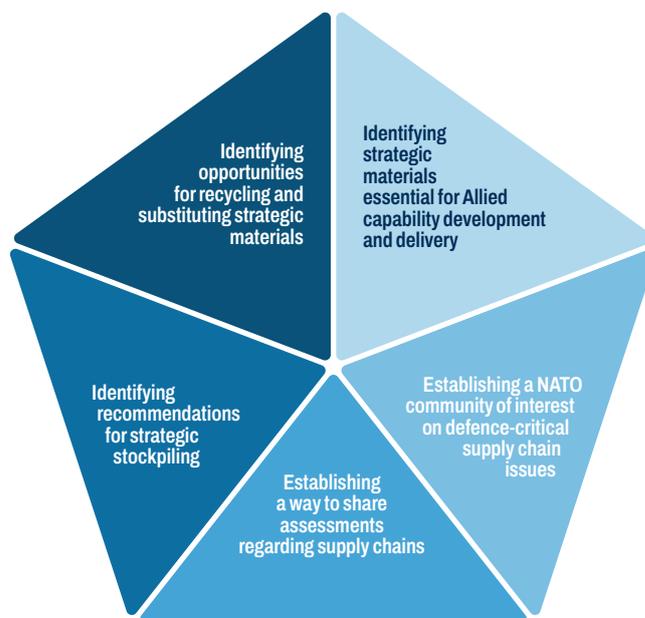
- **Defence production:** In June 2025, Allies agreed to share NATO's combined demand picture based on the NATO Capability Targets with the defence industry, helping to guide industrial planning and production.
- **Defence procurement:** NATO is grouping Allies' requirements for critical defence capabilities, such as air and missile defence munitions and systems, making their acquisition cheaper and more efficient through joint procurement.
- **Safeguarding supply chains:** NATO is working to support Allies in securing the supply of defence-critical raw materials, which are integral to the manufacture of advanced defence systems and equipment.
- **Enhancing partnerships:** In addition to working directly with Ukraine, NATO continues to increase cooperation with engaged partners such as Australia, Japan, the Republic of Korea and New Zealand, as well as the EU, to strengthen the defence industry.

Critical Supply Chains

For a healthy and robust defence industry, the Alliance requires healthy and robust supply chains to resource that industry. Strengthening the resilience of those supply chains is essential. As they become even more complex, global, and vulnerable to geopolitical pressures, NATO and Allies are looking for new ways to guarantee reliability and redundancy, as well as to reinforce capacity across critical sectors. The ability to align civilian and military industrial capabilities, and to build flexible, robust and diversified supply networks is paramount.

Following the 2024 endorsement of the Defence-Critical Supply Chain Security Roadmap and the identification of 12 defence-critical raw materials, NATO is pursuing efforts to identify and address bottlenecks throughout the entire supply chain: from extracting minerals to delivering finished capabilities to Allies. At the 2025 Summit in The Hague, 12 Allies⁴ agreed to cooperate on stockpiling defence-critical raw materials. NATO is also exploring means to support Allies in recycling and substituting critical materials.

Five Lines of Effort Driving the Defence-Critical Supply Chain Security Roadmap



⁴ Belgium, Canada, Denmark, Germany, Greece, Italy, the Netherlands, Norway, Poland, Sweden, Türkiye and the United Kingdom.

Investing in Interoperability

Interoperability is a key principle in all NATO decision-making and planning, without which Allied forces could not cooperate on tasks and missions. In 2025, Allies renewed their commitment to improving interoperability of their forces, including by boosting investment in the right capabilities.

NATO has developed a flexible, scalable and adaptable multinational instrument – known as High Visibility Projects – to address key NATO defence planning priorities and provide Allies with dedicated support across the full project lifecycle. This multinational approach has enabled Allies – and some partners – to close key capability gaps, save money and ensure interoperability by design.

Allied Software for Cloud and Edge Services Programme

The multinational Allied Software for Cloud and Edge Services programme is a High Visibility Project launched by Defence Ministers at the 2024 NATO Summit in Washington, D.C., as part of NATO's broader Digital Transformation agenda. Its goal is to enhance multi-domain operations by delivering essential capabilities for NATO's Digital Backbone. In 2025, 16 Allies⁵ (and Allied Command Operations) committed to this programme. The programme will make it quicker and easier for both national forces and Allied Command Operations to create, share and store classified information securely across all domains, with full integration of networks, platforms, weapons, sensors and data. The use of artificial intelligence and advanced data analytics will also enable military commanders to leverage data in their decision-making faster and better.

⁵ Belgium, Canada, Denmark, Finland, France, Germany, Greece, Italy, Luxembourg, the Netherlands, Norway, Romania, Spain, Sweden, the United Kingdom and the United States.

Beyond High Visibility Projects, NATO helps ensure that Allies and partners can effectively share information, collaborate and make decisions in operations using digital means and capabilities, through the Federated Mission Networking framework. Complementary initiatives include the Digital Interoperability Roadmap, to help ensure that the Alliance is ready for the digital age, and the NATO Wireless Communications Standards Project, which helps shape the evolution of commercial communications technology and supports the adoption of commercial technology for military use.

Land Capabilities

NATO relies on the supply of land capabilities to meet certain requirements. The mission of the NATO Army Armaments Group (NAAG), for instance, is to facilitate capability development and delivery for NATO land forces in order to ensure that SACEUR has the capabilities necessary to fight and prevail. The Group promotes interoperability among Allied and partner forces through information exchange, the standardisation of materiel, and other cooperative activities. In 2025, NATO made significant progress in the modernisation of Allied land forces, standardisation and capability development, with a focus on accelerating Alliance-wide interoperability.

Key efforts in 2025 included addressing critical ammunition challenges and advancing the interchangeability of indirect fire munitions, the growth of land autonomy platforms, and the implications of electronic warfare for the land domain. The NAAG established a specific subgroup to address the rising threat of small UAS (Class 1) in both military and civil environments.

Aviation and Air Capabilities

The air domain is critical to the Alliance's three core tasks. Throughout 2025, NATO continued to support the development of capabilities in civil and military aviation, from airspace safety to airspace security.

NATO is working on several levels to prevent and mitigate the impacts of global navigation satellite system interference on aviation. Such interference, sometimes intentional, can compromise the security and safety of flights. These types of hybrid actions have a direct effect on commercial aviation. In 2025, the NATO Aviation Committee agreed measures to facilitate the upgrading of equipment, deployment of ground-based infrastructure and development of a more agile reporting and tracking system.



An MQ-9B "SeaGuardian" remotely piloted aircraft in an anti-submarine warfare fit. US Navy Test Range, Southern California, February 2025. © General Atomics 2025.

UAS 'Sense and Avoid' – An Exponential Advance in Air Power Delivery

For several decades, uncrewed aircraft system (UAS) assets have been flown in segregated military-use airspace, imposing a significant burden on congested European airspace structures and limiting the geographic mobility of the UAS assets.

NATO's comprehensive first 'Sense and Avoid' standard, published in August 2025, addresses this limitation, delivering an exponential advance for UAS and facilitating their access to all airspace. UAS fitted with 'Sense and Avoid' will have far greater freedom of manoeuvre and be better able to deliver operational effects wherever needed. This standard was generated with the help of industry partners across the Alliance and involved significant input from civilian and military authorities.

The first compliant 'Sense and Avoid' systems are expected to be deployed on General Atomics MQ-9B Protector aircraft, which are being procured at scale by Allies for both air and maritime roles.

UAS 'Sense and Avoid' is a major milestone in uncrewed aviation. It will improve the safety of all airspace users and enable cross-border operations and rapid response and delivery of air power.

Electronic warfare is an important priority. In the air domain, it has direct implications for both crewed and uncrewed systems, and in particular communication, navigation and detection. Russia's war of aggression against Ukraine has served as an urgent call for Allies to reinvigorate their electronic warfare capabilities, particularly their ability to protect themselves from hostile electronic attack. NATO continues to invest in capabilities to ensure Allied superiority across the electromagnetic spectrum and bolster the Alliance's deterrence and defence.

Intelligence, Surveillance and Reconnaissance Capabilities

NATO continues to strengthen its ability to conduct intelligence, surveillance and reconnaissance (ISR) missions in support of deterrence and defence.

The Alliance Future Surveillance and Control programme represents the largest and most ambitious initiative launched by Allies to date, and is progressing as planned towards delivering a seamlessly integrated, network-centric surveillance and battle management control capability fit for the future. A new state-of-the-art Airborne Early Warning and Control platform is also being developed to replace the existing Airborne Warning and Control System (AWACS) fleet.

The Alliance Persistent Surveillance from Space programme reached Initial Operational Capability in December 2025. The programme is a NATO flagship initiative designed to provide persistent surveillance from space in support of Alliance missions, operations and strategic decision-making. Space-based ISR is now integrated into tasking and analytical processes at Allied Command Operations, enabling commanders to access timely, reliable and mission-focused intelligence.

This enhances decision-making and strengthens the Alliance's ability to act with speed and cohesion.

Beyond these new capabilities, the NATO ISR Force – a multinational unit based in Sigonella, Italy – continues to operate a NATO-owned fleet of RQ-4D Phoenix high-altitude, long-endurance remotely piloted aircraft. The ISR Force helps to provide all-weather, day-and-night radar surveillance and a wide-area ground and maritime picture, and has steadily increased its operational tempo in support of Allied missions across the Euro-Atlantic area.

Maritime Capabilities

NATO supports and improves innovation and collaboration in the development of Allied maritime capabilities whenever and wherever it can. The 2025 Allied Maritime Strategy elevates the maritime domain to a core arena for deterrence, defence and warfighting. It prioritises the protection of critical maritime infrastructure and commits the Alliance to fully integrated multi-domain maritime operations, including through the extensive use of uncrewed systems.

Significant progress has been made on maritime standardisation, with important milestones in the development of underwater digital communications and the command and control of drones. NATO is also creating a secure underwater Digital Backbone supporting command and control and data-sharing. The Allied Underwater Battlespace Mission Network, an initiative supported by 12 Allies and one partner⁶ and part of the Digital Ocean Initiative, will create underwater internet architecture. This will ensure reliable underwater and above-water communications and serve as a means for data-gathering. This is an important initiative to close capability gaps in the areas of anti-submarine warfare, critical undersea infrastructure and seabed warfare. It will also guide industry in the delivery of interoperable assets essential for mission success.

The NATO Naval Armaments Group has introduced a new exercise, called The Dragon's Den, to help Allies uncover opportunities for collaboration between national maritime projects, with a particular focus on command and control systems, multi-role uncrewed vehicles, anti-torpedo defences and enhanced underwater operations.

⁶ Canada, Denmark, France, Germany, Italy, the Netherlands, Norway, Portugal, Spain, Sweden, the United Kingdom, the United States and partner Australia.

Digital Ocean Wargames

In June 2025, NATO hosted a Digital Ocean wargame to showcase the performance of uncrewed assets. Participants from across NATO bodies, as well as wargaming experts from the United Kingdom, the Netherlands and Sweden, were able to test next-generation systems against traditional naval platforms such as frigates, corvettes, maritime patrol aircraft and submarines. The wargame was designed to measure and compare how emerging and disruptive technologies perform. Findings will directly support NATO's Task Force X – a fleet of autonomous systems providing surveillance and situational awareness in the maritime domain – and enhance the Alliance's overall defensive posture. The aim, among other things, was to inform the NATO Defence Planning Process.

The 2026 edition of the Digital Ocean wargame is expected to focus on developing an anti-submarine barrier using a network of sensors and uncrewed underwater vehicles.

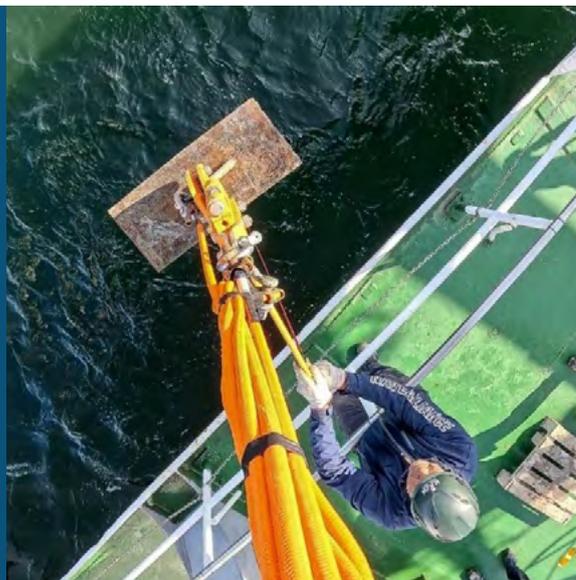


Online Oceans Solar Scout, a long-endurance autonomous ocean drone taking part in REPMUS 25. Portugal, September 2025.

NATO Centre for Maritime Research and Experimentation

In 2025, the NATO Centre for Maritime Research and Experimentation, based in La Spezia, Italy, demonstrated a number of new sensing technologies and tools for the protection of critical undersea infrastructure. Operating a fleet of maritime uncrewed systems, the Centre has developed advanced signal processing, machine learning and data fusion techniques to showcase its ability to detect and respond to suspicious undersea activities.

Significant results were achieved during the Centre's participation in Task Force X Baltic. Live at-sea detections of anomalous signals performed on board were integrated into an interoperability platform deployed at the NATO Coalition Warrior Interoperability Exercise (CWIX 25) in Poland.



*A simulated anchor drop from the NATO Research Vessel 'Alliance'.
Baltic Sea, June 2025.*

Space Capabilities

The past decade has witnessed unprecedented growth and innovation in the commercial space sector. Expanding cooperation with private companies is essential for the Alliance in order to unlock the full potential of space technologies for defence and security.

In February 2025, NATO adopted its first-ever Commercial Space Strategy. This strategy will strengthen the Alliance's relationship with potential private sector partners and improve its ability to leverage the growing array of commercial space services. This will support the implementation of NATO's Overarching Space Policy by setting out clear priorities to boost the Alliance's capabilities and resilience.

Through the STARLIFT project, Allies are establishing a framework to achieve assured, cost-effective and flexible space launch capabilities. Through the NORTHLINK project, Allies are exploring the development of a multinational Arctic satellite communications capability. The increased militarisation of the Arctic region by Russia and strategic competitors is concerning for the Alliance. NORTHLINK is also intended to leverage commercial and government-owned capabilities, providing more resilient communications.

NATO Arctic Space Forum

In November 2025, NATO and the Finnish Ministry of Defence organised the first Arctic Space Forum in Helsinki to explore how space-based capabilities can strengthen deterrence, resilience and situational awareness in the High North. The NATO Deputy Secretary General and the Finnish Minister of Defence were joined by the Norwegian and Danish Defence Ministers and the Icelandic Foreign Affairs Minister. Together, they discussed the strategic relevance of the Arctic region for trade, transport and communications between North America and Europe, as well as current challenges to Arctic security including climate change, rising global competition in the region, and Russia's increased military presence. They also explored how space-based solutions can help enhance NATO's situational awareness and its broader deterrence and defence.

Inventing the Future: An Innovative Alliance

Obtaining decisive advantage through technology is central to the Alliance's success. In 2025, NATO continued to develop and expand its innovation ecosystem, bringing together Allies, partners, industry and academia.

The **NATO Science & Technology Organization (STO)** delivers innovation, advice and scientific solutions to meet the Alliance's evolving needs. As the world's largest network for security and defence-focused science and technology research, it brings together more than 5,000 national researchers, scientists and engineers. Each year, this network carries out more than 450 research activities covering the full spectrum of the physical, information and human sciences, with applications across all operational domains.

In 2025, the STO began implementing a revised Science & Technology Strategy, which reflects the Alliance's enduring commitment to collective technological leadership, resilience and readiness across all core tasks. The Strategy articulates a clear vision: to outperform strategic competitors and potential adversaries by rapidly applying scientific knowledge and adopting emerging technologies. The Organization also published its Science & Technology Trends 2025-2045 report, which explores the emerging technologies that will shape NATO's future, highlighting in particular the impact of artificial intelligence and quantum technologies, as well as the biotechnology revolution.

NATO's **Defence Innovation Accelerator for the North Atlantic (DIANA)** was established in 2023 to find and accelerate dual-use innovation across the Alliance. It connects companies with military end-users, mentors and investors, accelerating the development, validation and adoption of their innovations. This, in turn, helps NATO tackle urgent operational challenges and maintain a decisive edge in defence technology. DIANA offers innovators a unique combination of testing opportunities and operational insights through a network of 23 accelerator sites and more than 200 test centres across the Alliance. DIANA's second innovator cohort of more than 70 companies joined in January 2025, working intensively over six months to develop their technological solutions and grow their commercial and defence networks. A third cohort of 150 companies was announced in December 2025. They will develop and apply their innovations to address 10 critical defence and security challenges, including autonomy and uncrewed systems, energy and power, human resilience and biotechnologies, and critical infrastructure and logistics.

In 2025, DIANA further developed its Rapid Adoption Service, a regulatory framework enabling it to award Research & Development prototype contracts and facilitate production and procurement contracts for innovative companies selected for inclusion in DIANA cohorts.

The **NATO Innovation Fund (NIF)** is the world's first multi-sovereign venture capital fund, backed by 24 Allies⁷ with more than EUR 1 billion. Established in 2022 as a stand-alone private entity, the Fund invests in deep-tech start-ups and other funds addressing critical defence, security and resilience needs relevant to NATO. In 2025, the NIF invested in eight start-ups and two funds, expanding its portfolio to 26 companies and funds. The Fund's portfolio companies have successfully participated in eight NATO exercises, in particular REPMUS and Task Force X Baltic, and three portfolio companies have secured contracts with Allied governments and industry.

NATO's Rapid Adoption Action Plan

Recognising the need to accelerate adoption of new innovations and technologies, Allied Leaders endorsed NATO's Rapid Adoption Action Plan at the 2025 Summit in The Hague. This Plan will boost efforts to adopt new technologies at speed by accelerating procurement and integration, de-risking new products, and ensuring that innovation is better tailored to Allied military needs. NATO is piloting two key deliverables: Task Force X and NATO Innovation Ranges. Six Allies⁸ have committed to establishing five NATO Innovation Ranges which, together with DIANA-affiliated test centres, will enable Allies and NATO to test, refine and validate new technological solutions.

⁷ Belgium, Bulgaria, Czechia, Denmark, Estonia, Finland, Germany, Greece, Hungary, Iceland, Italy, Latvia, Lithuania, Luxembourg, the Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Spain, Sweden, Türkiye and the United Kingdom.

⁸ Estonia, Finland, Italy, Latvia, the Netherlands and Sweden.

Innovations in artificial intelligence (AI) technologies continue to evolve rapidly. In 2025, NATO stepped up its role in harnessing AI and emerging technologies. While work is under way to deliver NATO's Revised Artificial Intelligence Strategy through AI adoption roadmaps and training, pilot projects like the Responsible AI Assessment and Toolkit are ensuring these transformative technologies are employed responsibly by NATO staff, with particular focus on AI implications for defence and security.

Building on these efforts, in 2025 the NATO Communications and Information Agency finalised the acquisition of the Palantir Maven Smart System NATO. This system is employed within NATO's Allied Command Operations and is designed to enhance NATO's operational capabilities. It integrates advanced AI technologies to improve data analysis, decision-making processes and strategic responses in modern warfare, and was first tested in May during exercise Steadfast Deterrence 2025, involving all three Joint Force Commands: Brunssum, Naples and Norfolk. Across NATO, a capability that employs AI to help monitor, analyse and understand the information environment, began to be rolled out in 2025.

In 2025, the STO continued to provide strategic scientific advice on AI to Alliance leadership, including through the Chief Scientist Research Reports. As part of its landmark Science & Technology Trends 2025–2045 report, the STO identified AI and quantum technologies as having the most significant impact on future security. As NATO shapes the next era of security innovation, the report also focused on AI's implications for defence and global stability.

In 2025, the **Transatlantic Quantum Community** began its second year of work, with the United Kingdom as Chair and the Netherlands as Vice-chair. The Community has deepened NATO-wide collaboration on quantum supply chain vulnerabilities and communications. The Transatlantic Quantum Community Industry Network, which brings the Allied ecosystem together, is growing rapidly. A forthcoming roadmap will align NATO activities with the Quantum Technologies Strategy.

The Alliance has a responsibility to ensure that its militaries have the best and most advanced capabilities. In the case of **biotechnology and human enhancement**, many applications – such as telemedicine and point-of-care blood provision – are already available for deployment, helping to provide crucial care to Allied troops. There is also encouraging progress on biotechnology-enabled wearables that can monitor fatigue and infection. Future technologies may improve physical, cognitive and sensory abilities.

In October 2025, the first-ever NATO Biotechnology Conference, opened by the Secretary General and the Prime Minister of Belgium, reinforced the Alliance's leadership in biotechnology for defence and security.

In 2025, **NATO's Science for Peace and Security Programme** continued to support security-related science projects. The Programme contributed to the advancement of the scientific ecosystems of both NATO Allies and partners. More than a quarter of current Programme activities focus on innovation and emerging and disruptive technologies. These include the development of cooperative and autonomous drones and a project to explore rerouting internet information flows through space.

Task Force X Baltic

The oceans are emerging as a contested battlespace, where threats to critical undersea infrastructure are increasingly sophisticated. In response, NATO's Allied Command Transformation (ACT) is pioneering a new approach to maritime security and innovation. Task Force X Baltic is ACT's flagship initiative to accelerate the deployment of uncrewed maritime systems, integrate AI into naval operations, and secure the Alliance's undersea infrastructure. In June 2025, ACT, the Centre for Maritime Research and Experimentation, the United States and France deployed more than 60 uncrewed systems across the Baltic Sea for a three-week operational demonstration. These systems were stress-tested in real-world conditions to evaluate their effectiveness in tracking potential threats and enhancing Allied situational awareness.

STALWART IN THE FACE OF AGGRESSION: CONTINUING ALLIED SUPPORT TO UKRAINE

NATO is committed to ensuring that Ukraine has the means to defend itself and can secure an enduring peace for the future. The security and prosperity of Ukraine are not just concerns for Ukrainians, they are concerns for the Alliance and for all Allies.

Russia has been waging a brutal full-scale war of aggression against Ukraine for more than four years. Ukraine has continued to defend itself with courage – and Allied support has made a real difference. The Prioritised Ukraine Requirements List (PURL) mechanism provides critical US military hardware, paid for by Allies and partners, while NATO also supports Ukraine through NATO Security Assistance and Training for Ukraine (NSATU), the Comprehensive Assistance Package (CAP) and the Joint Analysis, Training and Education Centre (JATEC) in Bydgoszcz, Poland.

The aim of all Allied security assistance to Ukraine is to bring the war to an end and achieve a just and lasting peace. In the meantime, it is essential that the Alliance continues to provide Ukraine with the support it needs to defend itself today, while helping Ukraine be ready to deter any future Russian aggression tomorrow.

At the 2025 Summit in The Hague, Allies reaffirmed their sovereign commitments to providing support to Ukraine, whose security contributes to Allied security. To this end, Allies agreed to include direct contributions towards Ukraine's defence and its defence industry when calculating Allies' defence spending.

Throughout 2025, the NATO-Ukraine Council continued to serve as a forum for political dialogue and cooperation, including on innovation, resilience, energy security and domestic reforms. The NATO-Ukraine Council met during every gathering of NATO Foreign and Defence Ministers in 2025.

Supporting Ukraine's Ability to Defend Itself

The Prioritised Ukraine Requirements List

The PURL initiative was launched on 14 July 2025, at a meeting between NATO Secretary General Mark Rutte and US President Donald Trump. PURL has been instrumental in enabling Ukraine to hold the frontline and defend its skies and critical infrastructure, including in the energy sector. It is essential to Ukraine's future, facilitating the supply of large quantities of urgently needed defence materiel that can only be provided by the United States, paid by Allies and partners. Support through PURL typically involves significant air defence capabilities, including munitions for air defence systems, such as Patriot interceptors, ammunition for the M142 High Mobility Artillery System (HIMARS) and long-range artillery. PURL equipment comes directly from US stocks and procurement.

As of December 2025, more than two thirds of Allies and two partners – Australia and New Zealand – had contributed to PURL.



The Secretary General with the President of Ukraine, Volodymyr Zelenskyy. Kyiv, Ukraine, August 2025.

NATO Security Assistance and Training for Ukraine

NSATU is the NATO command responsible for coordinating military assistance training and logistical support to Ukraine. It is part of NATO's wider structure of support to Ukraine and mainly addresses Ukraine's immediate battlefield needs for its 'fight tonight'. It also supports Ukraine's force development and move towards interoperability with NATO. The headquarters is located in Wiesbaden, Germany with logistical hubs on the Alliance's eastern flank.

Supporting Ukraine's Ability to Deter and Defend Itself Tomorrow

In addition to providing operational support to Ukraine, NATO also promotes defence industrial cooperation between Allies and Ukraine. Building on the NATO Industrial Capacity Expansion Pledge agreed at the 2024 NATO Summit, Allies continue to foster and expand cooperation with the Ukrainian defence industry.

In 2025, NATO developed a plan to enhance support to the Ukrainian industrial base, including by exploring new sources of investment and ways to integrate Ukraine's industry into the Allied industry ecosystem.

The NATO Security Assistance and Training for Ukraine Trust Fund

The NSATU Trust Fund, managed by the United Kingdom, provides rapid procurement of priority goods and services to meet Ukraine's urgent operational needs. It fills short-term gaps not covered by other international mechanisms and maintains flexibility through close coordination with the Armed Forces of Ukraine. In 2025, Allies and partners contributed approximately EUR 198 million. Twenty projects have already been contracted.

Comprehensive Assistance Package for Ukraine

In 2025, NATO continued to provide assistance to Ukraine through the CAP. Two main areas of work are covered by the CAP: urgently needed, non-lethal military assistance based on Ukraine's request for support, and longer-term capacity-building projects focused on reforms and post-war recovery.

As of 31 December 2025, Allies and partners⁹ had contributed a cumulative total of EUR 1.3 billion to the CAP Trust Fund. This supports more than 100 short- and long-term projects. Successes include Operation Renovator, NATO's ambitious project to rebuild and upgrade five military rehabilitation centres in Ukraine, as well as assistance to more than 1.3 million veterans through the Ukrainian Ministry of Veteran Affairs. The Interoperability Roadmap allows NATO to assist Ukraine in developing NATO standards, boosting expertise in Allied military equipment and the transition towards full interoperability with NATO. The Alliance is also supporting Ukraine in developing efficient and transparent defence procurement systems.

Bulgaria 2025

With funding provided through the CAP, Ukraine participated in NATO's civilian-led emergency management exercise, Bulgaria 2025, with emergency responders, rescue vehicles and boats. Ukrainian teams worked in close collaboration with their counterparts from NATO Allies and other partner countries, improving interoperability in a complex crisis scenario in areas such as urban search and rescue, water rescue and response to chemical, biological, radiological and nuclear (CBRN) threats.

Russia illegally annexes Crimea and begins its aggression in eastern Ukraine.

2014

NATO condemns Russia's illegal annexation of Crimea.

NATO Foreign Ministers agree on measures to enhance Ukraine's ability to provide for its own security.

2016



Warsaw Summit
NATO establishes the CAP to provide Ukraine with practical non-lethal support.

24 February 2022
Russia launches its full-scale invasion of Ukraine.

2022



Madrid Summit
NATO and Ukraine strengthen the CAP, focusing on urgently needed non-lethal support, as well as Ukraine's long-term recovery and reform, and its long-term interoperability with NATO.

⁹ Australia, Ireland, Japan, the Republic of Korea, New Zealand and Switzerland.

Joint Analysis, Training and Education Centre

The JATEC is the first joint NATO-Ukraine civil-military organisation and is part of the NATO Command Structure. It was launched on 17 February 2025. At the JATEC, Ukrainian and NATO personnel work hand-in-hand to identify and apply lessons learned from Russia's war of aggression against Ukraine, and embed these lessons into NATO and Ukrainian strategies, policies and operations. In its first year, the JATEC helped organise "Innovation Challenges" on countering glide bombs, counter-UAS technologies, and medical innovation.

Through the JATEC, Ukraine and Allies continue to learn from each other on the evolution and adaptation of defence industrial capacity and production.

NATO-Ukraine Innovation Cooperation

NATO and Ukraine have continued to undertake joint defence innovation activities, building on the NATO-Ukraine Innovation Cooperation Roadmap, endorsed at the 2024 NATO Summit. Direct engagement between Allied and Ukrainian innovation ecosystems is mutually beneficial, helping both sides to learn from each other.

In November 2025, NATO announced the creation of a joint NATO-Ukraine initiative to accelerate innovation: the Ukraine-NATO Innovation, Technology and Engineering programme or 'UNITE – Brave NATO'. The initiative's first competition will focus on bringing to the frontline new innovative products to counter uncrewed aerial systems, strengthen air defence and secure frontline communications. Future 'UNITE – Brave NATO' activities will focus on areas such as countering uncrewed aerial systems, robust navigation in contested electromagnetic environments and uncrewed ground systems. Winners of this and future competitions will receive funding to advance their technological solutions in demonstrations, and allow Allies to rapidly adopt their promising solutions for themselves via NATO.



The NATO-Ukraine Council is created to replace the NATO-Ukraine Commission.

2023



Vilnius Summit

NATO develops the CAP into a multi-year programme of assistance for Ukraine.

Allies agree to establish NSATU, which is up and running as of December 2024.

2024



Washington Summit

Allies endorse long-term CAP projects for recovery and reconstruction, institutional transformation, and transition towards NATO interoperability.



The JATEC is established in Bydgoszcz, Poland to identify and apply lessons learned from Russia's war of aggression against Ukraine and increase interoperability.

2025

3 April 2025

The UK-managed NSATU Trust Fund is established to enable NSATU to respond quickly to Ukraine's urgent requests.

14 July 2025

PURL is launched.

4 August 2025

The NATO Secretary General welcomes the first package of US equipment for Ukraine through PURL.

31 December 2025

By end December, two thirds of Allies had contributed to PURL.

PREVENTING INSTABILITY: CRISIS MANAGEMENT

NATO Allies have a shared interest in contributing to stability and managing conflict together. The Alliance continues to work to prevent and respond to crises when these have the potential to affect Allied security.

Crisis prevention and management is one of NATO's three core tasks. It involves both military and non-military activities and seeks to address the full spectrum of crises – before, during and after conflicts, and in response to natural disasters, terrorist attacks, public health emergencies or any other crisis that could pose a threat to Allied security.

Over the decades, NATO has developed unique expertise in crisis management, based on experience gained in supporting and helping partners, crisis response operations, tried and tested crisis management procedures, and the Alliance's integrated military command structure.

NATO Operations, Missions and Activities

NATO in Kosovo

NATO's presence in Kosovo is crucial to the stability of the Western Balkans region. The mandate for the Alliance's role in Kosovo stems from United Nations Security Council Resolution 1244, adopted in 1999. Since then, the NATO-led Kosovo Force (KFOR) has worked to help maintain a safe and secure environment for all communities in Kosovo as well as freedom of movement. It does this in close cooperation with the European Union, the United Nations and other international actors. NATO continues to support the normalisation of relations between Belgrade and Pristina, notably through the EU-facilitated Belgrade-Pristina Dialogue, which is key to building lasting peace in the region.

In 2025, KFOR continued to ensure stability amid heightened tensions in northern Kosovo and the evolving strategic context. As of October 2025, 33 Allies and partners provided approximately 5,200 troops to KFOR, including deployed reserve forces. In 2025, four Allies¹⁰ resumed contributions to KFOR. On 3 October 2025, Major General Özkan Ulutaş of Türkiye took over KFOR command from Major General Enrico Barduani of Italy.



Members of the NATO-led Kosovo Force. Kosovo, March 2025.

In addition to the tasks performed by KFOR, the NATO Advisory and Liaison Team, led by Brigadier General Sven Lange of Germany, continued its long-standing work to build the capacity of security organisations in Kosovo in crisis response and emergencies, explosive ordnance disposal and civil protection.

¹⁰ Belgium, Luxembourg, the Netherlands and Slovakia.

NATO Mission Iraq

NATO Mission Iraq is a non-combat advisory and capacity-building mission that supports Iraq in strengthening its security forces and institutions, so that Iraqis themselves can stabilise their country, fight terrorism and prevent the return of ISIS/Daesh.

NATO Mission Iraq acts in coordination and cooperation with the Global Coalition Against ISIS/Daesh, the European Union and the United Nations. The Mission is composed of Allies and partners Australia and Austria. The Mission acts in an advisory capacity, encompassing a range of issues – from policy and strategy to force generation and resource management. NATO Mission Iraq’s activities are agreed upon by the Iraqi government and conducted in full respect of Iraq’s sovereignty and territorial integrity.

The Mission is also responsible for implementing NATO’s Defence and Related Security Capacity Building (DCB) Initiative for Iraq. In 2025, the Mission continued to build upon its established cooperation with the Iraqi Ministry of Defence and the Federal Police Command in the Iraqi Ministry of Interior. It made substantial progress in achieving self-sufficiency from the logistic and enablers support previously provided by Operation Inherent Resolve.

NATO Mission Iraq is commanded by Major General Christophe Hintzy of France, who assumed responsibility for this post on 22 May 2025, taking over from Lieutenant General Lucas Schreurs of the Netherlands.

NATO Operations and Activities at Sea

NATO operations and activities at sea help maintain maritime security, which is key to Allies’ peace and prosperity. In a more complex and challenging security environment, NATO’s maritime forces continue to work closely with partners.

NATO’s Standing Naval Forces contribute to deterrence and defence at sea as well as maritime situational awareness, which has become increasingly important since the beginning of Russia’s war of aggression against Ukraine. They maintain constant readiness to respond to major crises and to deny any potential adversary opportunities for aggression, including through vigilance activities.

Operation Sea Guardian contributes to security in the Mediterranean Sea. It supports maritime situational awareness and efforts to counter the threat of terrorism in the region, the most direct asymmetric threat to the Alliance. The Operation maintains close cooperation with partner countries¹¹ and other international organisations. In 2025, Operation Sea Guardian undertook six focused operations involving surface and subsurface vessels and maritime patrol aircraft in the eastern, central and western Mediterranean.

Since 2016, NATO has deployed a maritime force in the Aegean Sea to conduct reconnaissance, monitoring and surveillance of illegal crossings, providing critical, real-time information to international efforts with regard to the refugee and migrant crisis in the Aegean Sea.

NATO Standing Maritime Presence 2025

4 NATO Standing Maritime Groups:

98 different ships

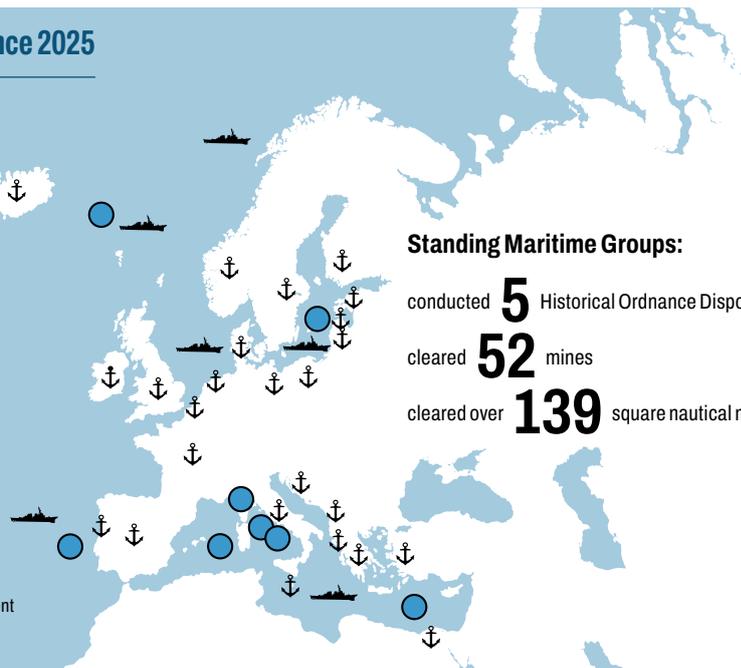
20 exercises

176 port visits in

25 Allied and partner countries

-  Visited countries
-  Areas of deployment of the Standing Naval Forces (SNF)
-  NATO exercises in which the SNF participated

Symbols depicted on the map indicate areas of deployment during the reporting period.



Standing Maritime Groups:

conducted **5** Historical Ordnance Disposal Operations

cleared **52** mines

cleared over **139** square nautical miles

¹¹ Australia, Georgia and New Zealand.

Preventing Crises by Supporting Partners

NATO has a substantial track record in practical cooperation with partners and a number of tools to help build partners' capacity. The Defence and Related Security Capacity Building (DCB) Initiative addresses the requirements of selected partners across a wide range of domains, while thematic programmes such as the Defence Education Enhancement Programme and Building Integrity Programme support partners in more specific fields.

Capacity-Building

Seven partners in NATO's eastern and southern neighbourhoods receive assistance through the Alliance's DCB Initiative: Bosnia and Herzegovina, Georgia, Iraq, Jordan, Mauritania, the Republic of Moldova and Tunisia. NATO also provides capacity-building support to UN peacekeeping operations and cooperates closely with the EU.

The overarching goal is to boost these partners' capacity to provide for their own defence, to increase their resilience, and to contribute to regional security and stability.

The Initiative provides strategic advice and practical assistance in the form of tailored programmes, projects and activities, helping partners build capacity in areas where NATO has expertise. It particularly focuses on institution-building and capacity-building with long-term, sustainable impact. Over the past decade, it has proven to be a versatile and dynamic tool. Allies and partners have contributed over EUR 120 million to NATO's DCB Trust Fund since its inception in 2015, alongside experts providing advisory support and other in-kind contributions.

The Science for Peace and Security Programme

NATO's Science for Peace and Security Programme also contributes to NATO's efforts to prevent crises, project stability and build capacity in partner countries. In 2025, the Programme received a record number of applications – 506 proposals from scientific and research institutions of Allies and NATO partners. Its activities are guided by security-related priorities such as counter-terrorism, cyber defence, innovation, and emerging and disruptive technologies, as well as energy security, resilience, hybrid actions and threats posed by CBRN and explosive hazards.

Ukraine is the most active participant in the Programme's work, with Ukrainian scientists and researchers involved in around 30% of all activities.

2025 Capacity-Building Highlights

- Estonia's e-Governance Academy launched a series of training courses to enhance **Bosnia and Herzegovina's** cyber defence
- A large team of NATO advisors continued working with counterparts in **Georgia** to increase defence capacity, capability and interoperability with the Alliance
- Essential equipment was delivered to **Iraq's** Armed Forces Elite Non-Commissioned Officer School, significantly bolstering the school's capacity
- NATO launched a major procurement project to support **Jordan's** border security, with a focus on countering drones
- **Mauritania** received continuing assistance on infrastructure and equipment projects
- The **Republic of Moldova** benefitted from funding to augment cyber security and boost stocks of CBRN personal protective equipment
- Interoperability between NATO and the Armed Forces of **Tunisia** was further improved through the Special Forces initiative, Force Preparation initiative and English Requirements initiative

In one project, scientists from Italy, the United States and Ukraine cooperated in the validation of a multi-sensor robot swarm for the safe and productive detection of landmines and surface threats.

The Programme also helped establish what is known as a Next-Generation Incident Command System in Bosnia and Herzegovina, allowing first responders to coordinate their efforts better during a large-scale emergency. This builds on a major regional project implemented by Allies and NATO partners in the Western Balkans. In 2025, scientists and researchers from the United Kingdom, Australia, Japan, the Republic of Korea and New Zealand started to develop a toolkit for Indo-Pacific and Euro-Atlantic cooperation to prevent and manage crises.

Professional Military Education

The Defence Education Enhancement Programme helps partner countries reform their professional military education through tailored academic and expert support. It also provides guidance on building and developing defence and security educational institutions.

In 2025, the Programme delivered nearly 600 events – both online and in person – involving approximately 1,800 Allied subject-matter experts and reaching more than 5,700 partner faculty members and instructors.

Building Integrity

The NATO Building Integrity Programme was originally established in 2007. In 2025, it continued to provide partners with strategic advice, practical tools and methodologies for defence and security sector institutions, to promote good governance and integrity, strengthen defence resource management, and prevent corruption. Through institutional reform, training and education, the Programme continued to promote an evidence-based approach to identifying and addressing corruption risks in the defence and security sector. In 2025, the Programme provided significant support to Ukraine, focused on NATO-Ukraine interoperability and defence procurement. Active support was also provided to Armenia, Bosnia and Herzegovina, Colombia, Georgia, Iraq, Jordan, the Republic of Moldova and Tunisia.

2025 Highlights of the Defence Education Enhancement Programme

- **Armenia:** Continued the transformation of its professional military education system
- **Azerbaijan:** Stepped up the exchange of best practices with other partner countries
- **Bosnia and Herzegovina:** New counter-terrorism courses launched by the Agency for Education and Professional Training
- **Colombia:** The Army Academy began a new curriculum development project
- **Iraq:** The Iraqi Defence University for Military Studies became self-sufficient in training and building the capacity of the faculty
- **Jordan:** Re-initiated a major review of non-commissioned officers courses
- **Republic of Moldova:** Launched ambitious professional military education reforms
- **Mongolia:** Began a new non-commissioned officers development project
- **Morocco:** Started trilateral cooperation between NATO, Morocco and third nations in Africa, in support of the development of their non-commissioned officers
- **Tunisia:** Supported the creation of a tailored learning management system for the needs of the Tunisian Armed Forces
- **Ukraine:** Continued enhancement of the professional military education system in line with NATO standards

SECURITY THROUGH COOPERATION: WORKING WITH PARTNERS

NATO maintains relations with 35 non-member countries and a range of international organisations, known as NATO partners. This partnership network strengthens security outside Allied territory, which makes NATO itself safer.

Today's security challenges are too great and complex for any country or organisation to tackle alone. Partnerships are a crucial element of NATO's approach to security, supporting the Alliance's three core tasks and its comprehensive 360-degree approach. These partnerships span a broad range of activities, including building capacity, improving interoperability, supporting crisis prevention and management, and fostering innovation and industrial cooperation.

By working with NATO, partners add significant value to the Alliance's activities. In 2025, 18 partner countries took part in 11 NATO-led exercises, and 12 countries contributed 40 military personnel to the NATO Command Structure and the International Military Staff. Partners also supported NATO missions in Iraq and Kosovo, provided financial contributions to NATO-led Trust Funds, and offered in-kind support through NATO's Partnership Training and Education Centres.

Open Door Policy

Article 10 of the North Atlantic Treaty states that NATO membership is open to any "European State in a position to further the principles of the Treaty and to contribute to the security of the North Atlantic area". The Allies, by unanimous agreement, may invite any such European State to accede to the Treaty.

Bilateral and Regional Partnerships

NATO's partnership network has evolved over more than 30 years, adapting its scope, intensity and focus to align with NATO's strategic priorities and each partner's interests and capabilities. The Alliance engages with 35 partners both bilaterally and through regional frameworks. Within the Euro-Atlantic area, NATO works closely with 16 countries through the Partnership for Peace programme.¹² Beyond this, the network includes 11 partners in the Middle East and North Africa via the Mediterranean Dialogue and the Istanbul Cooperation Initiative.¹³ Additionally, NATO collaborates with countries across the globe, namely Australia, Colombia, Iraq, Japan, the Republic of Korea, Mongolia, New Zealand and Pakistan.

Western Balkans

As a region of strategic importance for the Alliance, the Western Balkans remained high on NATO's agenda in 2025. Visits to Bosnia and Herzegovina by the Secretary General in March and Deputy Secretary General in September sent a strong signal of NATO's enduring commitment to the country and to regional stability. The approval of the first Individually Tailored Partnership Programme for Bosnia and Herzegovina in October, and the delivery of the first package of support under the DCB Initiative also marked important milestones.

NATO's reinforced presence in Bosnia and Herzegovina, through NATO Headquarters Sarajevo and the Political Engagement Support Cell, continued to provide support locally, championing defence and security reforms and bolstering relations with the country.

¹² Armenia, Austria, Azerbaijan, Bosnia and Herzegovina, Georgia, Ireland, Kazakhstan, Kyrgyz Republic, Malta, the Republic of Moldova, Serbia, Switzerland, Tajikistan, Turkmenistan, Ukraine and Uzbekistan.

¹³ The Mediterranean Dialogue includes Algeria, Egypt, Israel, Jordan, Mauritania, Morocco and Tunisia. The Istanbul Cooperation Initiative includes Bahrain, Kuwait, Qatar and the United Arab Emirates.

NATO's support to the EU-led operation EUFOR Althea, under the 'Berlin Plus' arrangements, helped to maintain a safe and secure environment in Bosnia and Herzegovina.

Contacts with Serbia continued to address issues of regional concern and take forward initiatives for future military cooperation. The NATO Military Liaison Office in Belgrade supported Serbia's continued participation in activities within the Partnership for Peace framework.

Republic of Moldova

The long-standing NATO-Moldova relationship is built on political dialogue and practical cooperation, in full respect of Moldova's constitutional neutrality. In 2025, NATO and Moldova continued to deepen political and practical cooperation, including through consultations and capacity-building initiatives. Support from NATO focused in particular on resilience, cyber security and countering malign interference.

The NATO Liaison Office in Chisinau has played a key role in facilitating political engagement with Moldova and the provision of practical support. Opened in 2017 at the request of the Moldovan government, the Office serves as the official representation of NATO in Moldova. In 2025, the Office organised and supported a series of public engagements, including the second edition of the Moldova Security Forum – a flagship event on security issues.

South Caucasus

The South Caucasus is important for NATO's security, especially as the region continues to feel the impact of Russia's war of aggression against Ukraine. In 2025, NATO welcomed meaningful progress towards peace between Armenia and Azerbaijan, and acknowledged the United States' continued investment in the peace process. The initialling of the August peace deal was a major step towards normalisation and regional security, and NATO stands ready to deepen dialogue and cooperation with both countries.

Allies also reviewed NATO's engagement with Georgia in light of the 2024 parliamentary elections and their aftermath. As a result, elements of NATO-Georgia cooperation were reprioritised, including some aspects of the Substantial NATO-Georgia Package. At the same time, defence cooperation with the Georgian Defence Forces progressed, highlighted by the successful NATO-Georgia exercise in May. The NATO Liaison Office in Tbilisi, Georgia continued active engagement with all three partners across the South Caucasus region.

Southern Neighbourhood

In 2025, guided by a more strategic and results-oriented approach, NATO achieved notable progress under the Southern Neighbourhood Action Plan, with the goal of increasing shared security. NATO significantly enhanced political dialogue with its partners to the south. The Secretary General visited Iraq in February 2025, while the NATO Special Representative for the Southern Neighbourhood and other senior officials undertook visits to several other southern partner countries throughout the year.

NATO also broadened collaboration with countries across the Middle East and North Africa in areas such as counter-terrorism, countering the proliferation of small arms and light weapons, and civil preparedness. At the same time, NATO deepened cooperation with other regional and international organisations, including the Gulf Cooperation Council and the League of Arab States.

Indo-Pacific

NATO recognises that the security of the Euro-Atlantic and that of the Indo-Pacific are interconnected. Throughout 2025, NATO and its four Indo-Pacific partners – Australia, Japan, the Republic of Korea and New Zealand – continued to deepen their engagement. At the 2025 Summit in The Hague, the Secretary General and these four partners issued a joint statement reaffirming their commitment to strengthening dialogue and cooperation on key topics including the security of supply chains, emerging and disruptive technologies, interoperability and defence industrial cooperation. NATO's cooperation with its Indo-Pacific partners also continued via the Flagship Projects agreed at the 2024 NATO Summit in Washington, D.C., focusing on cyber defence, countering hybrid actions, technology and support to Ukraine.

In 2025, NATO's Indo-Pacific partners continued their significant support to Ukraine. This included vital contributions to the Comprehensive Assistance Package. Australia and New Zealand have contributed to the Prioritised Ukraine Requirements List and also contribute to NATO Security Assistance and Training for Ukraine. In 2025, Australia deployed a surveillance aircraft to help protect the delivery of military and humanitarian assets into Ukraine via Poland.

Cooperation with Other Organisations

In 2025, NATO continued to strengthen its engagement with other international organisations, including the European Union, the United Nations, the Organization for Security and Co-operation in Europe, and the African Union. NATO also cooperated closely with the International Committee of the Red Cross, and maintained regular dialogue with economic

organisations such as the European Investment Bank, the World Bank and the Organisation for Economic Co-operation and Development. These partnerships continued to support NATO's core tasks and priorities ensuring complementarity of efforts, where relevant, and safeguarding the rules-based international order.



President of the European Commission Ursula von der Leyen and NATO Secretary General Mark Rutte. The Hague, the Netherlands, June 2025.

A Crucial Partnership: Cooperation with the European Union

With 23 member states in common, the EU is an essential partner to the Alliance. The two organisations are expanding cooperation in many areas, from supporting Ukraine to strengthening defence industrial cooperation. In 2025, high-level political dialogue remained strong, including through regular engagement between EU and NATO principals and EU leadership participation at events in the margins of the 2025 NATO Summit and at other NATO meetings.

Staff-to-staff cooperation made substantial progress throughout the year. Key areas included hybrid actions and cyber threats, emerging and disruptive technologies, enhancing military mobility, developing defence capabilities, strengthening resilience and critical infrastructure protection, advancing crisis management and exercises, and supporting partner countries in maintaining stability and security.

Military cooperation remained robust, including between NSATU and the EU's Military Assistance Mission in support of Ukraine; in the Western Balkans; and through parallel and coordinated exercises.

Relations with the People's Republic of China

NATO's 2022 Strategic Concept recognises the PRC's ambitions and coercive policies as a challenge to Allied interests, security and values. A key concern for the Alliance is the PRC's so-called 'no-limit' partnership with Russia, and its role as a decisive enabler of Russia's war of aggression against Ukraine. This increases the threat that Russia poses to Ukraine and to wider Euro-Atlantic security. Allies also observe with increasing concern the growing pattern of malicious cyber activities stemming from the PRC. Following the malicious cyber campaign against the Ministry of Foreign Affairs of the Czech Republic in May 2025, which the latter attributed to the PRC, the North Atlantic Council issued a statement of solidarity. At the same time, NATO remains open to constructive engagement with the PRC.

ANNEXES



ANNEX I: NATO AT A GLANCE

Why NATO Was Founded

The North Atlantic Treaty Organization was founded in 1949 in the aftermath of the Second World War. Its purpose is to safeguard the freedom and security of all its members by military and non-military means. The principle of collective defence is central to NATO's founding document – the North Atlantic Treaty. This principle, enshrined in Article 5 of the Treaty, binds NATO Allies together, declaring an armed attack against any one of them "an attack against them all". NATO strives to secure a lasting peace in Europe, based on common values of democracy, individual liberty, human rights and the rule of law.

NATO Member States

NATO Allies represent one billion people and roughly half the world's economic and military might. Together, NATO Allies are stronger and safer than they would be alone. Twelve founding members signed the North Atlantic Treaty in 1949: Belgium, Canada, Denmark, France, Iceland, Italy, Luxembourg, the Netherlands, Norway, Portugal, the United Kingdom and the United States. The Treaty also allows for other European countries to join the Alliance, if all existing Allies agree. Any prospective member is required to share NATO's core values and have the capacity and willingness to contribute to security in the Euro-Atlantic area.

Since 1949, a further 20 countries have joined NATO: Greece and Türkiye (1952), Germany (1955), Spain (1982), Czechia, Hungary and Poland (1999), Bulgaria, Estonia, Latvia, Lithuania, Romania, Slovakia and Slovenia (2004), Albania and Croatia (2009), Montenegro (2017), North Macedonia (2020), Finland (2023) and Sweden (2024).

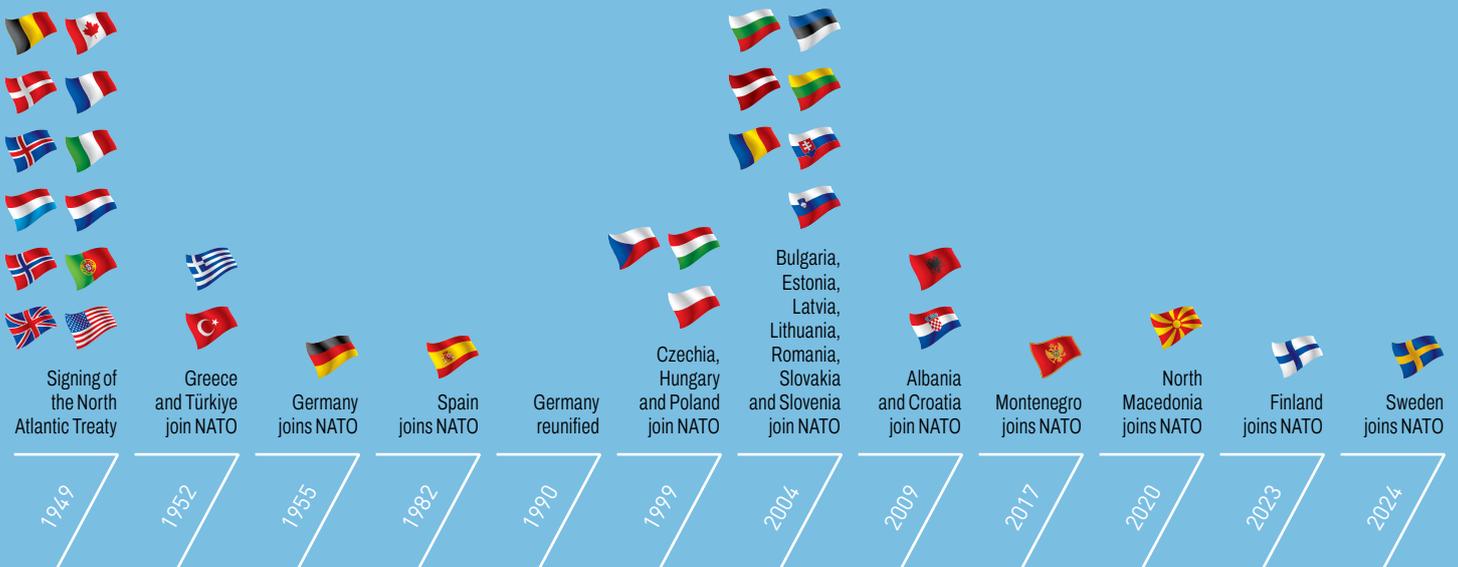
NATO's Strategic Concept

Alongside the North Atlantic Treaty, the Strategic Concept is NATO's second most important guiding document. It reaffirms NATO's values and purpose, and provides an overall assessment of the security environment. It also shapes and drives NATO's political and military development. NATO Leaders endorsed the current Strategic Concept at the 2022 Madrid Summit.

The 2022 Strategic Concept recognised that the Euro-Atlantic area is not at peace, stating that the Alliance's security environment is characterised by strategic competition, pervasive instability and recurrent shocks. The Russian Federation and terrorism represent the two main threats to Allies' security. The Strategic Concept also recognises that the People's Republic of China's stated ambitions and coercive policies challenge Allied interests, security and values.

The Strategic Concept establishes three core tasks for NATO: deterrence and defence; crisis prevention and management; and cooperative security. These tasks are essential and complementary – and allow NATO to fulfil its main purpose: the collective defence and security of all Allies.

The Concept states that the transatlantic bond between Allied countries from Europe and North America is key to Allied security. NATO is the unique, essential and indispensable transatlantic forum for consulting, coordinating and acting on all matters related to Allied individual and collective security.



NATO Headquarters

NATO Headquarters in Brussels, Belgium houses the Alliance's International Staff and International Military Staff, along with 32 Allied delegations and military representations, 17 partner missions, and staff from several NATO agencies. It is the central forum for the discussions and consultations that shape NATO policy and practice. NATO's vision for its Headquarters is to be an increasingly flexible workplace that is fit for the future.

North Atlantic Council

The North Atlantic Council is the highest political authority of the Alliance. It brings together high-level representatives from 32 Allied countries across Europe and North America to consult and coordinate on issues of common interest and concern. Because decisions are made on the basis of consensus, the policies approved by the Council are considered the expression of the collective will of all NATO Allies. Consensus has been the sole basis for decision-making since the creation of the Alliance in 1949. Consultations take place until a decision is reached that is acceptable to all. The Council is chaired by the Secretary General and its decisions have the same status and validity whether the meeting takes place during a Summit of NATO Heads of State and Government or in permanent session at the level of Ambassadors.

International Staff

NATO's International Staff support the Alliance's decision-making process by facilitating dialogue, policy development, and policy and programme implementation.

HQ Optimisation

In 2025, the Secretary General laid out an ambitious vision for the future of the International Staff based on three main objectives: a laser focus on NATO's priorities; more output, less process; and a need for more NATO-wide coherence. Accordingly, after changes in 2025, the International Staff now has six core Divisions as well as a rationalised number of Independent Offices ensuring advice and support to the core activities. Divisions and Independent Offices support more timely and impactful delivery and implementation, improve cross-domain cooperation NATO-wide, and concentrate collective effort on priority areas. This enables the Organization to address emerging challenges with greater agility, clarity and focus, as part of a process of continuing improvement.



NATO Headquarters. Brussels, Belgium, September 2025.

Intelligence Support to Decision-Making in a Secure Environment

NATO counts on Allied intelligence to quickly inform and guide decisions on complex issues. In 2025, the North Atlantic Council and the Military Committee were briefed nearly 100 times on a variety of topics – including Russia's war of aggression against Ukraine, hybrid actions, and developments in the Middle East. The Secretary General and Allied Leaders received reliable, timely and relevant intelligence on a daily basis. In 2025, improvements were made to the gathering of intelligence requirements from customers.

In 2025, NATO ensured that Allied decisions were made in a secure environment, that the safety and security of NATO HQ's thousands of employees was maintained, and that all IT infrastructure was shielded from cyber threats. Within their protective security function, NATO services supported high-level meetings in Brussels and abroad, protected the Secretary General around the world, and ensured the safety and security of NATO personnel conducting missions abroad. NATO also enhanced the exchange of classified information between NATO and its partners.

NATO Military Committee and International Military Staff

The Military Committee is the senior military authority within NATO. It comprises the Chiefs of Defence of NATO Allies. The Chair of the Military Committee is NATO's most senior military officer: he is the principal military adviser to the Secretary General and the conduit through which consensus-based advice from NATO's 32 Chiefs of Defence is brought forward to the Alliance's political decision-making bodies. In January 2025, Admiral Giuseppe Cavo Dragone of the Italian Navy became Chair of the Military Committee, taking over from Admiral Rob Bauer of the Royal Netherlands Navy. The Chiefs of Defence meet at least three times a year. The Military Committee also meets in permanent session on a day-to-day basis at the level of military representatives, who act on behalf of their Chiefs of Defence.

The International Military Staff is the executive body of the Military Committee. It comprises approximately 500 dedicated military and civilian personnel from NATO's Allied and partner countries. The Director General is elected by the NATO Chiefs of Defence to head the International Military Staff for a term of three years. In July 2025, the role of Director General of the International Military Staff transferred from Lieutenant General Janusz Adamczak of the Polish Armed Forces to Lieutenant General Remigijus Baltrėnas of the Lithuanian Armed Forces. The International Military Staff is responsible for preparing assessments and analyses on NATO military issues, identifying areas of strategic and operational interest, and proposing courses of action.

NATO Command Structure

The NATO Command Structure enables the Alliance to carry out its core military functions. The strategic role of the NATO Command Structure is to command and control joint operations. It primarily consists of Allied Command Operations (ACO) and Allied Command Transformation (ACT), as well as their subordinate commands and headquarters.

ACO has its main headquarters in Mons, Belgium and other subordinate command headquarters across several NATO countries. Under the command of the Supreme Allied Commander Europe (SACEUR), it is responsible for the planning and execution of all Alliance operations and missions.

SACEUR also assumes the overall command of operations at the strategic level and issues strategic military direction to subordinate commanders. Since July 2025, General Alexis G. Grynkewich of the United States Air Force has been SACEUR, taking over from General Christopher G. Cavoli of the United States Army.

ACT has its main headquarters in Norfolk, Virginia, in the United States, with subordinate commands in other NATO countries. Since September 2024, Admiral Pierre Vandier of the French Navy has been the Supreme Allied Commander Transformation (SACT). ACT leads the transformation of NATO's military structure, forces, capabilities and doctrine. It also develops innovative concepts, undertakes experimentation and promotes interoperability throughout the Alliance to improve military effectiveness.



Joint press conference by Supreme Allied Commander Europe General Alexis G. Grynkewich and NATO Secretary General Mark Rutte announcing the launch of NATO's Eastern Sentry enhanced vigilance activity. Brussels, Belgium, September 2025.

NATO Force Structure

The NATO Force Structure encompasses national and multinational forces as well as their associated operational headquarters. These are placed at the Alliance's disposal on a permanent or temporary basis according to specified readiness criteria. They provide a pool of forces to meet the Alliance's requirements for conducting and sustaining operations.

NATO Funding

NATO Common Funding in a New Era of Collective Defence

In 2025, Allies continued to resource NATO through both direct (common-funded) and indirect contributions. National – or indirect contributions – borne by individual Allies were the largest, typically comprising the forces and capabilities available to NATO for deterrence and defence, and military operations and missions.

In 2025, direct contributions, through common funding, supported all three core tasks and strengthened the Alliance’s collective capacity for deterrence and defence. Common funding also supported a wide range of core enabling capabilities for the Alliance such as sustaining infrastructure and logistics for collective use; consultation, command and control; the Alliance’s ‘eyes in the sky’, namely the NATO Airborne Early Warning and Control Force; and the NATO Intelligence, Surveillance Reconnaissance Force.

NATO’s new era of collective defence has re-energised and reframed the role of common funding in support of the Alliance’s objectives and priorities. 2025 was the third year of implementation of the Decision on Common Funding endorsed by the Heads of State and Government at the 2022 Madrid Summit. In 2025, Allies committed approximately EUR 4.58 billion in common funding. Allies demonstrate solidarity by contributing to the common-funded capabilities required to address shortfalls, readiness, enablement, interoperability, modernisation and innovation for the collective good and interests of NATO.

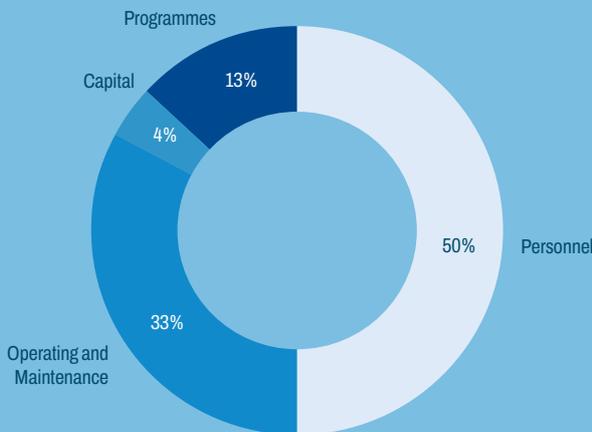
Breakdown by Common Funding Source

NATO has three common-funded sources: the Civil Budget, funding NATO's civilian activities and Headquarters; the Military Budget, funding the integrated NATO Command Structure; and the NATO Security Investment Programme, funding the development and implementation of military capabilities.

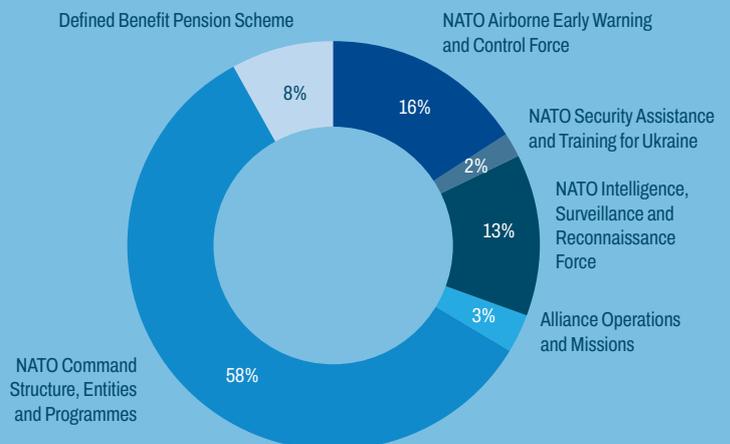
The **Civil Budget** provides funds for civilian personnel, operating and maintenance, capital investments, and programme expenditures. For 2025, the North Atlantic Council approved a Civil Budget totalling just over EUR 483 million. Furthermore, the Council authorised a significant expansion of the workforce with the creation of 107 new posts in 2025.

In 2025, the **Military Budget** continued to enable NATO’s new baseline for deterrence and defence, Allied interoperability, crisis prevention and management, and cooperative security. More specifically, it supported the integrated NATO Command Structure, collective training and exercises, Alliance operations and missions, and capacity-building support to partners. It also covered the operations and maintenance of collective NATO capabilities. The Military Budget ceiling for 2025 was just under EUR 2.4 billion.

2025 Core Civil Budget



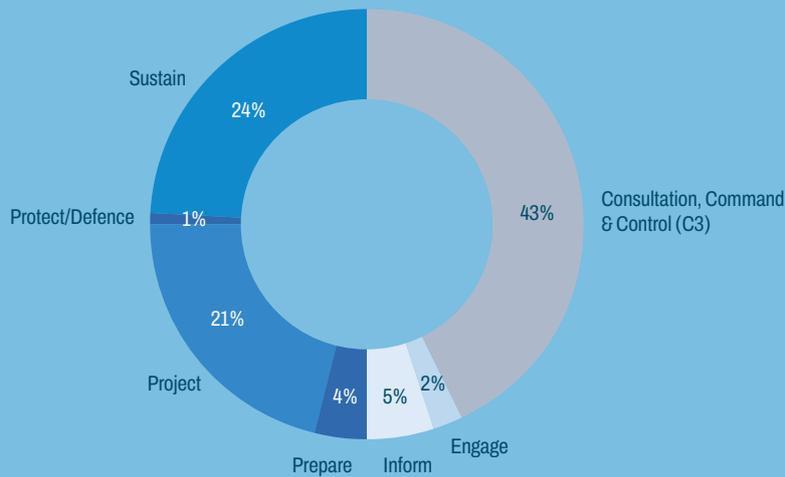
2025 Military Budget Ceilings



In 2025, the **NATO Security Investment Programme (NSIP)** contributed to deterrence, defence and security by funding major construction and command and control systems. This included installations and facilities, air defence communication and information systems, and military headquarters for the integrated NATO Command Structure and for deployed operations.

It also enabled critical airfield, fuel systems and maritime infrastructure, as well as facilities to support the training, reception and onward movement of NATO forces. The NSIP ceiling for 2025 was EUR 1.72 billion. There are currently around 3,000 common-funded projects worth almost EUR 25.4 billion, at various stages of implementation.

NATO Security Investment Programme, 2025 Expenditure
By Common-Funded Capabilities Framework



Agencies and Organisations

NATO Communications and Information Agency

The NATO Communications and Information Agency delivers the digital technology the Alliance needs. Its work ensures NATO remains connected, and therefore able to consult, decide and act together during operations and exercises. In 2025, the Agency brought NATO "into the cloud". The business operations of 12,500 personnel across NATO's military commands were successfully transitioned from legacy on-premise networks into a modern, secure, commercial cloud environment. The Agency also achieved major advances in digital command and control. Through close cooperation with industry, new software for leading land forces – known as DEMETER – was deployed in record time, just one year after the contract had been allocated. In March 2025, the Agency also engaged with industry to deliver the Alliance's first AI-enabled warfighting command and control platform, called Maven Smart System NATO. Just five months later, Maven was successfully tested during Steadfast Duel, the first NATO exercise to train a collective defence scenario across the entire NATO Command Structure and all 32 Allies.

In 2025, the Agency continued to step up its advisory and technical support to Ukraine, including exchanging lessons learned through the new NATO-Ukraine Joint Analysis, Training and Education Centre (JATEC).

NATO Support and Procurement Agency

The NATO Support and Procurement Agency is NATO's lead organisation for multinational acquisition, support and sustainment to NATO Allied and partners. The Agency is based in Luxembourg, with operational centres in France, Germany, Hungary, Italy and the Netherlands. It is customer-funded, operating on a 'no-profit, no-loss' basis. In 2025, the Agency's Support Partnerships increased from 38 to 44, and continued to provide a multinational collaboration platform across countries and industry, enabling Allies to obtain urgent capabilities and ensuring interoperability by aggregating multinational demand. The Agency continued its support to Ukraine, establishing a liaison office in Kyiv and playing a major role in the Comprehensive Assistance Package for Ukraine, the Ukraine Defense Contact Group IT Coalition, and other ongoing engagement in support of Ukraine's defence industry.

NATO Standardization Office

Achieving coherent, effective and efficient collective operations depends on Allied forces using common, compatible standards. As NATO's civil-military hub for standardisation, the NATO Standardization Office plays a central role in helping Allies develop, refine and maintain these standards. In 2025, the Office continued to advance NATO's broader initiatives by issuing updated Allied standards and agreed terminology. It also supported Alliance-wide innovation, notably by strengthening cooperation between Allies and civilian standard-setting bodies in areas related to emerging and disruptive technologies.

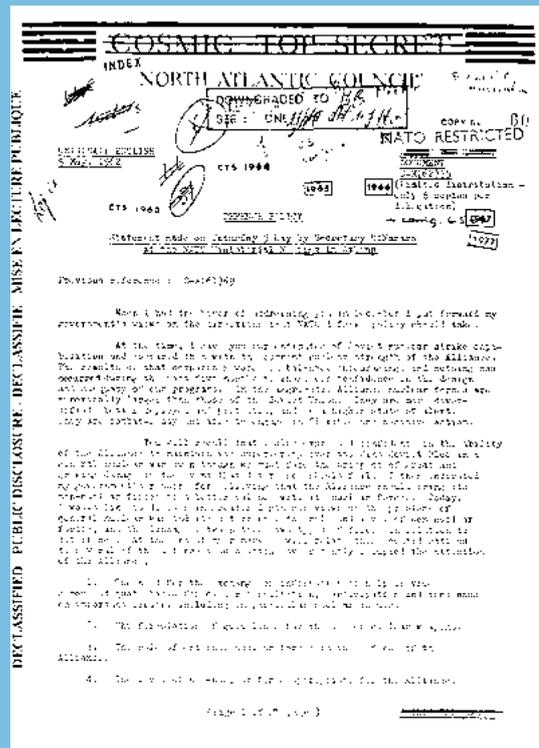
NATO Centres of Excellence

NATO Centres of Excellence are nationally or multi-nationally established and sponsored entities, providing recognised high-level expertise and knowledge in defined domains to complement NATO's capabilities and to the benefit of the Alliance. At present, 30 Centres of Excellence hold NATO accreditation, with a further five undergoing different stages of the assessment and accreditation process. All 32 Allies are involved in this ecosystem, with eight partners¹⁴ also providing contributions.

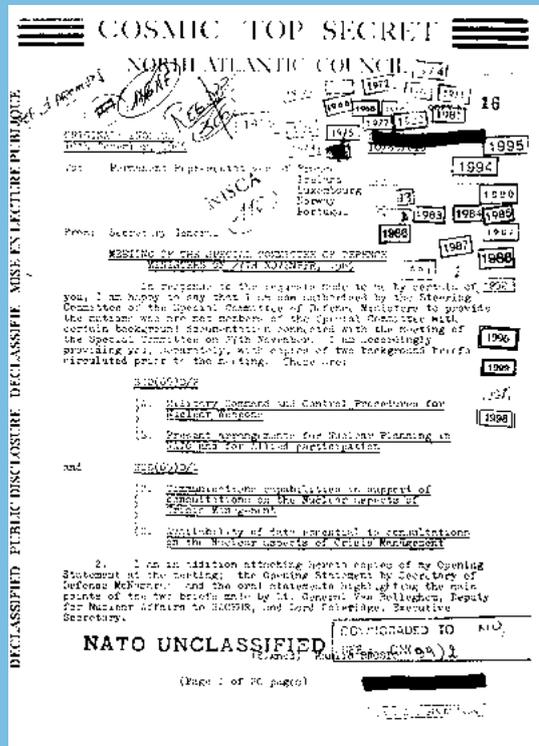
NATO Archives

In 2025, NATO celebrated 25 years of systematically releasing previously classified information through its public disclosure programme. The Archives Committee, representing all 32 Allies, recently surpassed a threshold of 500,000 historical documents reviewed, declassified and made public – equivalent to an estimated 7 million pages of NATO's history. The NATO Archives team coordinates this work from NATO Headquarters in Brussels, with transparency efforts covering all NATO entities, commands, agencies, missions and operations.

14 Australia, Austria, Azerbaijan, Ireland, Japan, the Republic of Korea, Switzerland and Ukraine.



Two previously highly classified NATO documents offer valuable insight into the Alliance's historical journey towards a consultative policy for nuclear weapons: a 1962 statement by then-U.S. Secretary of Defense Robert McNamara, and the record of the 1965 Meeting of the Special Committee of Defence Ministers.



ANNEX II: KEY NATO AND ALLIED MULTINATIONAL EXERCISES IN 2025

As the security environment continues to evolve, Allies remain focused on increasing the readiness, integration and responsiveness of their forces. In 2025, NATO conducted a comprehensive programme of military exercises aimed at strengthening collective defence, enhancing interoperability and ensuring the Alliance's readiness to respond effectively to any threats. As in previous years, the exercise schedule included a broad range of multinational and national activities across all operational domains.

In 2025, NATO held more than 120 Alliance-wide exercises, more than 20 of which were open to participation or observation by partner countries and international organisations. Allies conducted more than 700 national exercises, many of which also involved other Allied troops.

A key priority for 2025 was the continued refinement and testing of NATO's updated defence plans. Exercises placed particular emphasis on strategic and operational deployment, rapid reinforcement and effective coordination across the land, air, maritime, cyber and space domains. The 2025 exercise cycle also marked the full operational integration of new Allies Finland and Sweden into NATO's training and exercising architecture.

NATO continued to uphold its long-standing commitment to transparency and predictability. Major exercises were publicly announced well in advance and, where appropriate, the Alliance invited observers from international institutions and non-NATO countries, consistent with, and often exceeding, established arms control and confidence-building measures. In addition, NATO organised strategic political-military decision-making exercises.



*An Estonian soldier during exercise Hedgehog 25.
Estonia, June 2025.*



*A French Army Joint Terminal Attack Controller
during exercise Dacian Spring 25. Romania, May 2025.*



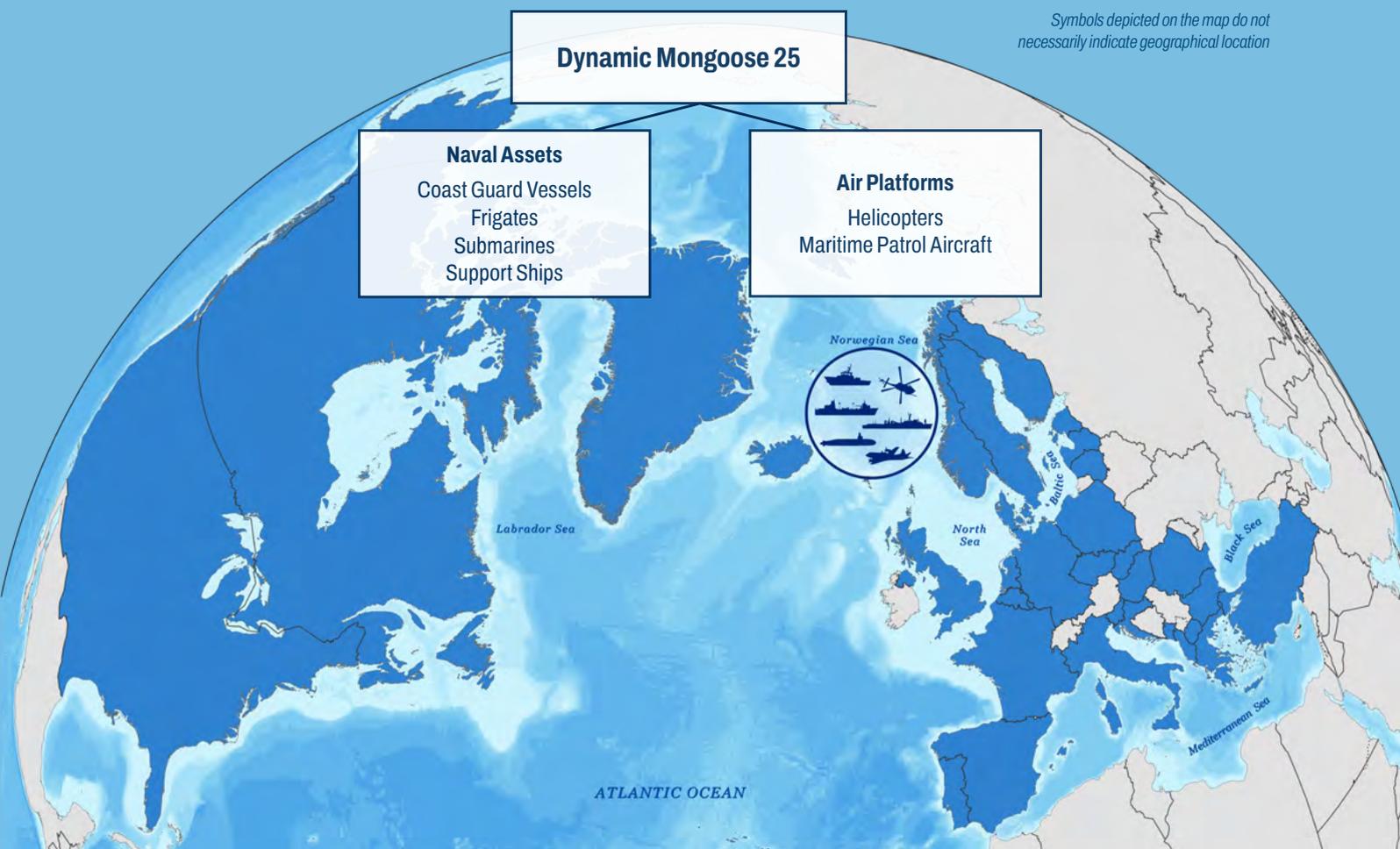
*Hungarian soldiers during a live-fire exercise.
Near Veszprém, Hungary, July 2025.*



Allied forces taking part in NATO's advanced anti-submarine warfare exercise in the High North, exercise Dynamic Mongoose 25, in and around the waters of Iceland. Iceland, April 2025.

Exercise Dynamic Mongoose 25

NATO's advanced anti-submarine warfare exercise was held in the High North between 28 April and 9 May 2025. Dynamic Mongoose 25 brought together Allied navies and air forces to enhance undersea warfare capabilities. It included surface ships, submarines, maritime patrol aircraft and helicopters from nine Allies: Canada, Denmark, Germany, Iceland, the Netherlands, Norway, Poland, the United Kingdom and the United States.



Other NATO Exercises

The NATO Crisis Management Exercise 2025 – known as CMX25 – was held between 13 and 18 March, and was the Alliance's 24th CMX since 1992. As in previous iterations, CMX25 rehearsed and tested the Alliance's consultation and decision-making procedures in line with the Strategic Concept and in support of NATO's three core tasks at the strategic political-military level. The exercise included practising comprehensive responses to a complex civil-military scenario, set in a hybrid threat environment, and involved civilian and military staffs in Allied capitals, at NATO Headquarters, and in both Strategic Commands. As with previous CMX exercises, CMX25 involved no deployed forces. CMX25 also comprised staff-to-staff exchanges with the European External Action Service, the European Commission and the General Secretariat of the Council of the European Union.

In September 2025, Bulgaria, NATO's Euro-Atlantic Disaster Response Coordination Centre and the Centre of Excellence on Crisis Management and Disaster Response organised the world's largest and most complex civilian-led exercise on emergency management: Bulgaria 2025.

More than 1,200 participants from 25 Allies, 11 partner countries and 11 international organisations took part in this field exercise. The scenario focused on a complex crisis triggered by a natural disaster and compounded by information threats, industrial accidents, infrastructure destruction, humanitarian and security challenges. The exercise challenged Bulgarian and international responders, including civilian and military decision-makers and rescuers, NATO and the EU, to deconflict their procedures and work. Innovators and inventors associated with NATO's Defence Innovation Accelerator for the North Atlantic (DIANA), the Science for Peace and Security Programme and the private sector also took part in the exercise.

Exercise Bulgaria 2025 was one of NATO's first civilian-led exercises focused on practising not only emergency response, but also preparedness and resilience-related priorities. These priorities included the speed of NATO's military mobility, the capacity to support and sustain international deployments on the Alliance's eastern flank, and the ability of civilian and military actors to work together in a crisis.



German CG20+ mobile counter-UAS system during exercise Baltic Trust 25. Latvia, August 2025.



Specialists decontaminate during a CBRN defence exercise. Montana, Bulgaria, September 2025.

NATO Exercises (Selected)

DESCRIPTION	DATE IN 2025	LOCATION
<p>STEADFAST DART 25</p> <p>Steadfast Dart 25, based on NATO's new defence plans, was the first large-scale deployment exercise of NATO's Allied Reaction Force. It was conducted across various locations and all domains, and involved around 10,000 participants from nine Allies. It featured 17 naval assets, more than 20 aircraft and more than 1,500 military vehicles.</p>	8 January - 21 February	Bulgaria, Greece, Romania
<p>STEADFAST WOLF 25</p> <p>Steadfast Wolf 25 was NATO's first SHAPE-led CBRN wargame exercise. It brought together more than 100 CBRN professionals from across NATO to test CBRN defence capabilities and readiness.</p>	3 - 7 February	Norway
<p>DYNAMIC MANTA 25</p> <p>Dynamic Manta 25 brought together surface ships, submarines, aircraft and around 2,500 personnel from nine NATO Allies to test Allied capabilities in submarine warfare.</p>	3 - 14 March	Mediterranean Sea (coast of Italy)
<p>RAMSTEIN FLAG 25</p> <p>This 'live-fly' exercise helped reinforce the Alliance's commitment to readiness, interoperability and integrated multi-domain operations. More than 2,000 participants from 15 Allies, using 12 Allied air bases throughout Europe, trained in advanced warfighting capabilities. These included agile combat employment, integrated air and missile defence, and counter-anti-access/area denial operations.</p>	31 March - 11 April	Germany, the Netherlands
<p>DYNAMIC MONGOOSE 25</p> <p>NATO's advanced anti-submarine warfare exercise in the High North brought together Allied navies and air forces to enhance undersea warfare capabilities. Dynamic Mongoose 25 included surface ships, submarines, maritime patrol aircraft and helicopters from nine Allies.</p>	28 April - 9 May	Iceland
<p>NEPTUNE STRIKE 25</p> <p>The Neptune Strike series exercises NATO's capability to integrate advanced maritime strike operations and guarantee freedom of navigation. It also helps evaluate interoperability across air, land and sea. The 2025 exercise involved 18 Allies, around 20,000 personnel and more than 30 vessels operating across the Mediterranean, North, Baltic and Black Seas.</p>	April, July, September, November	Mediterranean, North, Baltic and Black Seas
<p>GRIFFIN LIGHTNING 25</p> <p>Comprising several integrated operations across the Baltic States and Poland, Griffin Lightning 25 involved more than 26,000 troops from eight Allies, and exercised NATO's rapid reinforcement capabilities and multinational coordination.</p>	12 - 23 May	Estonia, Latvia, Lithuania, Poland
<p>STEADFAST DETERRENCE 25</p> <p>Steadfast Deterrence 25 was a computer-assisted/command-post exercise, involving around 4,800 military and civilian participants across seven exercise sites. Its purpose was to enhance strategic readiness and operational integration within the Alliance. It also trained and certified SHAPE as strategic warfighting headquarters for NATO, and marked the first-ever integration of SHAPE and the United States European Command at the strategic and operational levels.</p>	19 - 28 May	Belgium, Germany, Italy, Norway, Türkiye
<p>DYNAMIC MESSENGER 25</p> <p>Dynamic Messenger is designed to test and evaluate new technologies in realistic environments. In 2025, it was combined with the Robotic Experimentation and Prototyping with Maritime Uncrewed Systems (REPMUS) exercise, creating a comprehensive platform for innovation in maritime operations. It involved around 3,800 participants and 260 uncrewed systems from 22 Allies, with observers from an additional 13 countries.</p>	22 September – 3 October	Portugal

STEADFAST NOON 25

More than 2,000 participants from 14 Allied countries took part in NATO's annual nuclear deterrence exercise to test and refine the Alliance's procedures, while ensuring the credibility, security and effectiveness of its nuclear deterrent.

13 - 24 October

Belgium, Denmark, the Netherlands, the United Kingdom

DACIAN FALL 25

Dacian Fall 25, a large-scale multinational military exercise, demonstrated the Alliance's ability to expand and deploy brigade-sized forces in Eastern Europe. It involved more than 5,000 troops from 10 Allied countries.

19 October -
13 November

Bulgaria, France, Greece, Romania

STEADFAST DUEL 25

NATO's largest computer-assisted/command-post exercise tested the entirety of NATO's deterrence and defence plans. The exercise took place across multiple locations in Europe and the United States, involving around 7,000 military and civilian personnel. It was the first operational-level exercise to train all three of NATO's Joint Force Commands – Brunssum, Naples and Norfolk – simultaneously.

22 - 29 October

Belgium, Italy, Norway, the United States

CYBER COALITION 25

NATO's flagship cyber defence exercise brought together more than 1,300 cyber defenders from 29 NATO Allies, seven partners, as well as representatives from the EU, industry and academia, to improve collective readiness, interoperability and cooperation in the cyber domain.

28 November -
4 December

Estonia



British Army soldiers – members of the Allied Reaction Force – during exercise Steadfast Dart 25. Romania, February 2025.

Allied National Exercises (Selected)

DESCRIPTION	DATE IN 2025	LOCATION
DACIA 25 Bringing together more than 3,000 participants, Dacia 25 – a Romanian national exercise – rehearsed the progression from a national defence operation to an Allied collective defence operation.	9 - 26 February	Romania
OAK RESOLVE 25-1 Oak Resolve 25-1, involving more than 2,000 troops, marked the first operational evaluation of the Multinational Brigade in Latvia since the unit was expanded to brigade size.	17 - 28 February	Latvia

JOINT VIKING 25

Joint Viking 25 saw around 10,000 Norwegian and other Allied soldiers train in northern Norway. The aim was to enhance Allied interoperability, prepare to protect NATO's northern flank and test Norway's ability to receive Allied reinforcements.

3 - 14 March

Norway

HEDGEHOG 25

Hedgehog 25 saw 16,000 troops take part in a multinational defence exercise, focused on strategic deterrence and regional defence planning, with air operations playing a crucial role in ensuring rapid response capabilities and maintaining air superiority in contested environments.

5 - 23 May

Estonia

DEFENDER EUROPE 25

A large-scale multinational exercise, led by the US Army, focusing on the strategic deployment of forces and employment of prepositioned stock, enhanced readiness and interoperability among Allies and partners. Around 25,000 troops from 30 Allied and partner countries participated in three phases: Swift Response 25, Immediate Response 25 and Saber Guardian 25.

11 May - 24 June

Across Europe

KURTARAN 25

Kurtaran 25 was a Turkish-led submarine search and rescue exercise involving around 2,500 personnel. It was designed to enhance interoperability among rescue teams from different countries and commands.

12 - 17 May

Türkiye

SLOVAK SHIELD 25

The 10th edition of this complex exercise was attended by 1,200 soldiers from seven Allies with a focus on testing capabilities and operational readiness.

12 - 28 May

Slovakia

POLARIS 25

This French multi-domain maritime exercise involved more than 3,000 participants from eight Allies and Brazil as well as a NATO task group, more than 20 surface ships and more than 40 aircraft.

2 - 15 June

France

ADAPTIVE HUSSARS 25

This large-scale Hungarian exercise – involving around 22,000 personnel – tested the country's crisis response capability at the strategic, operational and tactical levels.

1 September -
21 October

Hungary

LAILAPS 25

This Greek maritime exercise was designed to enhance operational readiness and interoperability among participating forces.

8 - 12 December

Greece (Aegean Sea)



A Finnish conscript on guard duty during exercise Freezing Winds 25 as part of Baltic Sentry. Baltic Sea, December 2025.



A Portuguese sailor during French-led exercise Polaris 25. Atlantic Ocean, June 2025.

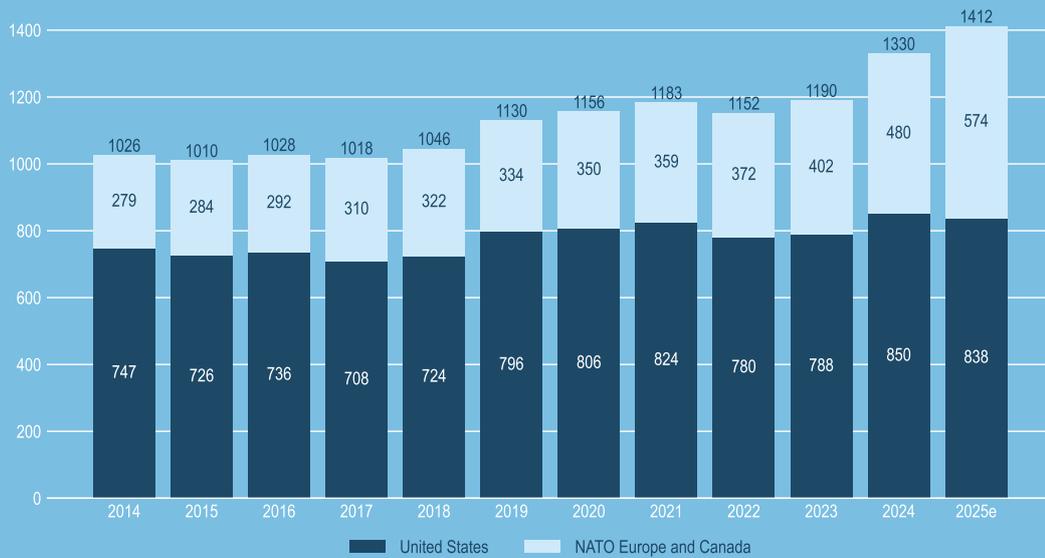
ANNEX III: DEFENCE EXPENDITURE OF NATO COUNTRIES (2014-2025)

NATO collects defence expenditure data from Allies and publishes it on a regular basis. Each Ally's Ministry of Defence reports current and estimated future defence expenditure according to an agreed definition. The amounts represent payments by a national government that have been or will be made during the course of the fiscal year to meet the needs of its armed forces, those of Allies or of the Alliance. In the figures and tables that follow, NATO also uses economic and demographic information available from the Organization for Economic Co-operation and Development (OECD), the European Commission Directorate-General for Economic and Financial Affairs (DG ECFIN) and the International Monetary Fund (IMF).

In view of differences between these sources and national GDP forecasts, and also the definition of NATO defence expenditure and national definitions, the figures shown in this report may considerably diverge from those which are referenced by media, published by national authorities or given in national budgets. Equipment expenditure includes expenditure on major equipment as well as on research and development devoted to major equipment. Personnel expenditure includes pensions paid to retirees.

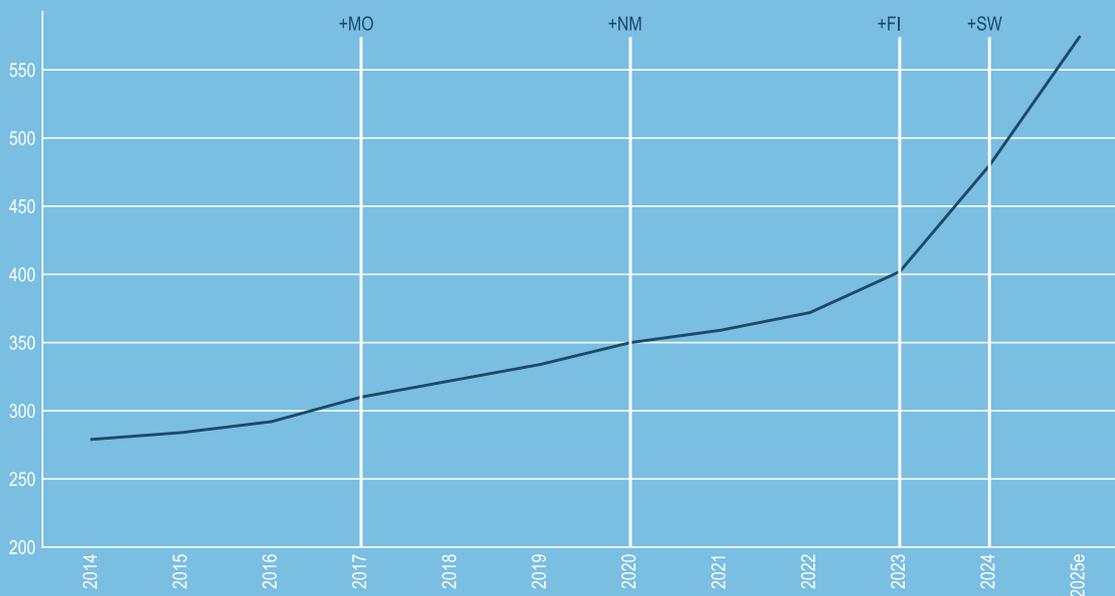
The cut-off date for information used in this report was 16 March 2026. Figures for 2025 are estimates.

Graph 1: Defence expenditure
(billion US dollars, based on 2021 prices and exchange rates)



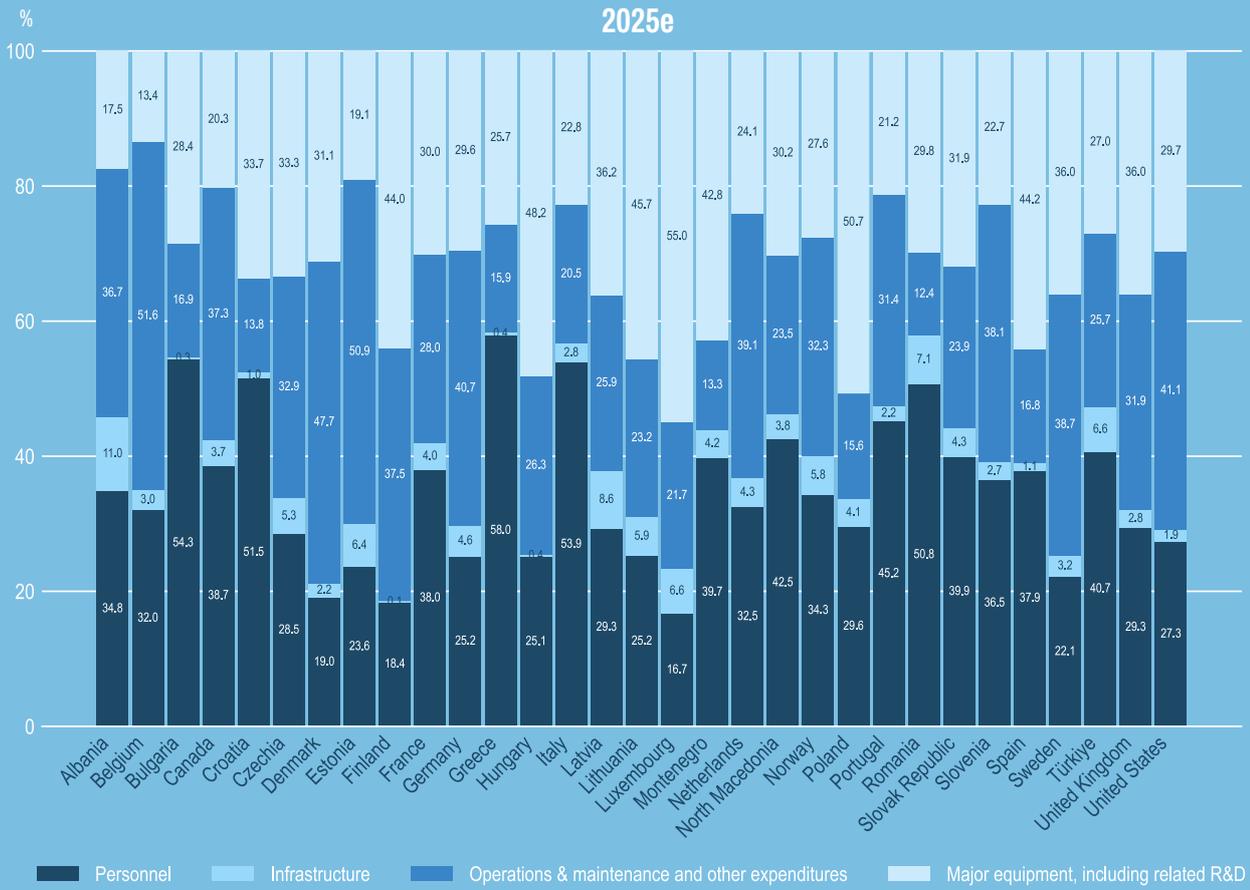
Notes: Figures for 2025 are estimates. The NATO Europe and Canada aggregate from 2017 onwards includes Montenegro, which became an Ally on 5 June 2017, from 2020 onwards includes North Macedonia, which became an Ally on 27 March 2020, from 2023 onwards includes Finland, which became an Ally on 4 April 2023 and from 2024 onwards includes Sweden, which became an Ally on 7 March 2024.

Graph 2: NATO Europe and Canada - defence expenditure
(billion US dollars, based on 2021 prices and exchange rates)



Notes: Figures for 2025 are estimates. Includes enlargements which took place in: 2017 (1 Ally), 2020 (1 Ally), 2023 (1 Ally) and 2024 (1 Ally).

Graph 3: Main categories of defence expenditure (%)
(percentage of total defence expenditure)

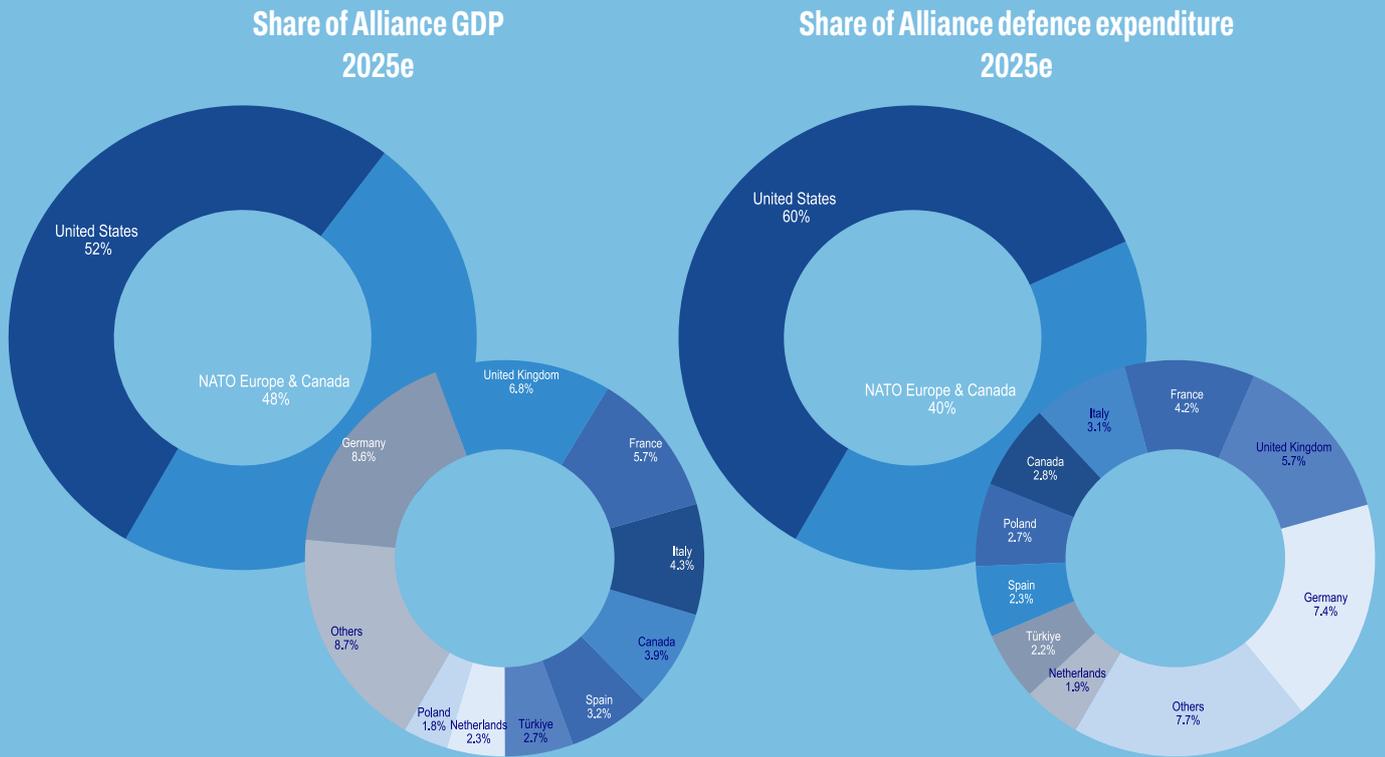


Graph 4: NATO Europe and Canada - major equipment expenditure
(annual real change, based on 2021 prices and exchange rates)



Notes: Figures for 2025 are estimates. The NATO Europe and Canada aggregate from 2017 onwards includes Montenegro, which became an Ally on 5 June 2017, from 2020 onwards includes North Macedonia, which became an Ally on 27 March 2020, from 2023 onwards includes Finland, which became an Ally on 4 April 2023 and from 2024 onwards includes Sweden, which became an Ally on 7 March 2024.

Graph 5



Based on current prices and exchange rates. Figures for 2025 are estimates.

Table 1: Defence expenditure (million national currency units)

Country	Currency unit (million)	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025e
Current prices													
Albania	Leks	18,788	16,671	16,250	17,199	18,995	21,670	21,348	23,072	25,848	30,547	34,081	53,138
Belgium	Euros	3,913	3,789	3,848	3,932	4,101	4,253	4,665	5,276	6,551	6,976	7,901	12,806
Bulgaria	Leva	1,102	1,116	1,186	1,255	1,593	3,771	1,920	2,109	2,672	3,602	3,964	4,770
Canada	Canadian dollars	20,076	23,900	23,474	30,761	29,025	29,949	31,289	31,976	33,707	38,385	43,917	63,492
Croatia	Euros	811	804	756	812	805	881	861	1,150	1,219	1,304	1,588	1,932
Czechia*	Koruny	41,003	47,264	45,598	52,805	59,752	68,373	74,257	84,864	90,969	100,735	166,598	171,544
Denmark*	Kroner	22,769	22,633	24,190	24,961	28,787	29,929	31,962	33,161	38,726	56,084	67,015	101,203
Estonia*	Euros	386	418	450	479	521	569	630	633	778	1,144	1,317	1,437
Finland	Euros	3,004	3,065	3,089	3,131	3,238	3,483	3,642	3,503	4,485	5,795	5,824	8,052
France	Euros	39,149	39,199	39,950	40,852	42,748	44,206	46,018	47,702	49,567	53,123	59,454	61,002
Germany	Euros	34,749	35,898	37,598	40,265	42,127	46,936	51,392	52,431	58,266	67,621	86,638	106,899
Greece	Euros	3,939	4,073	4,190	4,208	4,560	4,483	4,812	6,764	8,054	6,224	6,565	6,968
Hungary	Forint	281,402	316,338	362,798	468,765	436,500	636,566	852,321	730,691	1,212,914	1,506,584	1,803,117	1,796,019
Italy	Euros	18,427	17,642	20,226	21,166	21,702	21,042	26,360	28,001	29,901	31,302	33,402	45,325
Latvia*	Euros	221	254	364	430	601	618	651	696	813	1,160	1,331	1,577
Lithuania*	Euros	322	425	575	724	895	977	1,030	1,105	1,649	2,002	2,427	3,362
Luxembourg	Euros	190	225	213	288	301	341	373	341	438	554	606	1,247
Montenegro	Euros	52	51	56	58	64	66	72	77	82	106	127	167
Netherlands*	Euros	7,788	7,816	8,234	8,539	9,456	10,778	11,249	11,758	13,189	14,000	20,225	27,000
North Macedonia	Denars	5,743	5,853	5,770	5,532	6,232	8,029	8,303	10,604	12,899	15,081	17,765	21,899
Norway*	Kroner	48,660	49,529	54,022	56,664	61,349	66,318	68,054	72,483	83,589	92,951	115,322	173,290
Poland*	Zlotys	31,874	39,940	37,082	37,558	42,824	45,404	52,110	58,304	68,361	111,224	137,176	166,186
Portugal	Euros	2,263	2,384	2,364	2,424	2,750	2,947	2,867	3,295	3,395	3,563	4,482	6,118
Romania*	New Lei	9,014	10,337	10,738	14,765	17,183	19,527	21,431	22,029	24,317	25,651	38,214	41,947
Slovak Republic	Euros	752	889	907	935	1,098	1,610	1,796	1,746	1,983	2,145	2,588	2,799
Slovenia	Euros	366	361	406	422	463	511	498	645	737	842	906	1,438
Spain	Euros	9,508	10,000	9,014	10,528	11,172	11,281	11,240	12,546	15,610	17,451	22,693	33,589
Sweden*	Kronor	42,574	43,045	42,955	44,700	46,905	52,586	55,118	77,794	86,596	104,776	140,549	163,800
Türkiye	Liras	29,727	32,522	38,203	47,323	68,300	79,987	93,910	116,482	203,704	393,841	928,134	1,446,323
United Kingdom	Pounds	39,902	38,940	41,590	43,257	45,202	46,509	49,495	52,283	57,269	61,164	65,841	70,154
United States	US dollars	653,942	641,253	656,059	642,933	672,255	750,886	770,650	824,094	834,977	875,603	967,707	980,000

Constant 2021 prices													
Albania	Leks	20,446	18,003	17,702	18,238	19,854	22,426	22,083	23,072	23,528	26,297	28,665	43,890
Belgium	Euros	4,445	4,256	4,242	4,251	4,358	4,437	4,790	5,276	6,140	6,197	6,889	10,904
Bulgaria	Leva	1,504	1,481	1,522	1,537	1,872	4,209	2,054	2,109	2,305	2,877	2,953	3,360
Canada	Canadian dollars	23,120	27,764	27,076	34,591	32,108	32,626	33,725	31,976	31,233	35,096	38,939	54,995
Croatia	Euros	881	871	819	870	845	906	879	1,150	1,128	1,069	1,246	1,460
Czechia*	Koruny	49,725	56,618	53,820	61,300	67,467	74,346	77,254	84,864	83,707	85,351	135,857	135,506
Denmark*	Kroner	24,976	24,726	26,314	26,858	30,792	31,712	32,935	33,161	35,079	51,903	61,130	91,198
Estonia*	Euros	474	508	533	547	567	596	657	633	666	900	997	1,039
Finland	Euros	3,320	3,334	3,358	3,375	3,423	3,628	3,732	3,503	4,224	5,273	5,262	7,158
France	Euros	42,705	42,278	42,863	43,581	45,099	46,081	46,579	47,702	48,114	49,116	53,844	54,591
Germany	Euros	39,448	40,054	41,429	43,724	44,905	49,043	52,774	52,431	54,751	59,554	74,002	88,832
Greece	Euros	3,961	4,103	4,242	4,252	4,618	4,529	4,879	6,764	7,578	5,510	5,631	5,775
Hungary	Forint	378,458	413,810	468,392	581,715	516,642	719,255	904,883	730,691	1,064,259	1,148,451	1,277,741	1,200,830
Italy	Euros	20,025	18,857	21,130	21,924	22,561	21,648	26,698	28,001	28,903	28,491	29,819	39,651
Latvia*	Euros	282	300	428	492	663	654	672	696	741	955	1,075	1,232
Lithuania*	Euros	388	513	686	831	991	1,057	1,092	1,105	1,428	1,577	1,853	2,474
Luxembourg	Euros	222	256	246	325	334	375	394	341	411	488	511	1,019
Montenegro	Euros	65	62	65	64	68	69	76	77	73	85	97	123
Netherlands*	Euros	8,721	8,744	9,131	9,330	10,114	11,217	11,461	11,758	12,972	13,561	18,959	24,759
North Macedonia	Denars	6,905	6,899	6,574	6,131	6,646	8,488	8,659	10,604	11,848	12,840	14,589	17,371
Norway*	Kroner	60,259	63,105	69,948	70,492	71,499	77,716	81,811	72,483	65,092	81,399	101,221	146,219
Poland*	Zlotys	37,704	46,653	43,254	43,099	48,535	49,930	54,963	58,304	61,998	91,649	108,926	128,555
Portugal	Euros	2,578	2,663	2,593	2,619	2,917	3,069	2,925	3,295	3,224	3,147	3,777	4,973
Romania*	New Lei	12,483	13,862	14,033	18,437	20,207	21,468	22,632	22,029	21,702	20,375	27,700	28,570
Slovak Republic	Euros	828	981	1,005	1,023	1,178	1,685	1,836	1,746	1,848	1,816	2,120	2,212
Slovenia	Euros	410	401	447	459	492	531	511	645	692	719	748	1,146
Spain	Euros	10,343	10,819	9,716	11,207	11,753	11,701	11,527	12,546	14,910	15,689	19,828	28,660
Sweden*	Kronor	49,749	49,167	48,249	49,122	50,240	54,994	56,605	77,794	81,685	93,353	121,552	140,285
Türkiye	Liras	76,190	77,264	83,939	93,560	115,676	118,668	121,431	116,482	104,183	119,698	177,098	205,383
United Kingdom	Pounds	45,775	44,375	46,586	47,718	48,903	49,108	49,847	52,283	54,192	54,424	56,538	58,033
United States	US dollars	747,296	726,058	735,829	708,421	724,140	795,707	805,815	824,094	779,533	788,293	850,110	838,373

Notes: Figures for 2025 are estimates.

* These Allies have national laws or political agreements which call for 2%, or more, of GDP to be spent on defence annually. For past years, Allies' defence spending was based on the then available GDP data and Allies may, therefore, have met the spending guideline when using estimated GDP figures.

Table 2: Defence expenditure (million US dollars)

Country	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025e
Current prices and exchange rates												
Albania	178	132	131	145	176	197	197	222	231	305	367	598
Belgium	5,200	4,204	4,258	4,441	4,845	4,761	5,324	6,245	6,904	7,545	8,549	14,465
Bulgaria	747	633	671	724	962	2,159	1,121	1,276	1,440	1,992	2,193	2,755
Canada	18,172	18,689	17,708	23,700	22,399	22,572	23,330	25,502	25,898	28,435	32,071	45,562
Croatia	1,078	892	837	917	952	986	983	1,361	1,285	1,410	1,718	2,182
Czechia*	1,975	1,921	1,866	2,259	2,750	2,982	3,199	3,915	3,895	4,538	7,176	7,819
Denmark*	4,057	3,364	3,593	3,780	4,559	4,487	4,886	5,274	5,473	8,140	9,720	15,299
Estonia*	514	463	497	541	615	637	719	749	820	1,238	1,425	1,623
Finland	3,991	3,401	3,418	3,536	3,825	3,900	4,156	4,145	4,726	6,267	6,302	9,095
France	52,022	43,496	44,209	46,134	50,507	49,493	52,519	56,457	52,238	57,457	64,332	68,905
Germany	46,176	39,833	41,606	45,470	49,772	52,549	58,652	62,054	61,405	73,138	93,747	120,747
Greece	5,234	4,520	4,637	4,752	5,388	5,019	5,492	8,006	8,488	6,731	7,103	7,871
Hungary	1,210	1,132	1,289	1,708	1,615	2,190	2,767	2,410	3,270	4,268	4,934	5,130
Italy	24,487	19,576	22,382	23,902	25,641	23,559	30,084	33,140	31,512	33,856	36,142	51,197
Latvia*	294	282	403	485	710	692	743	824	857	1,254	1,441	1,782
Lithuania*	428	471	636	817	1,057	1,094	1,176	1,308	1,738	2,165	2,626	3,797
Luxembourg	253	250	236	326	356	381	426	403	461	600	656	1,408
Montenegro	69	57	62	65	75	74	83	91	86	114	138	188
Netherlands*	10,349	8,673	9,112	9,643	11,172	12,067	12,838	13,916	13,899	15,142	21,885	30,498
North Macedonia	124	105	104	101	120	146	154	204	221	265	312	402
Norway*	7,722	6,142	6,431	6,850	7,544	7,536	7,228	8,438	8,694	8,799	10,732	16,598
Poland*	10,107	10,588	9,397	9,940	11,857	11,824	13,363	15,099	15,338	26,475	34,454	44,360
Portugal	3,007	2,645	2,616	2,738	3,249	3,299	3,273	3,899	3,578	3,854	4,849	6,911
Romania*	2,695	2,580	2,646	3,650	4,363	4,607	5,056	5,299	5,197	5,609	8,312	9,300
Slovak Republic	999	987	1,004	1,056	1,298	1,802	2,049	2,066	2,090	2,320	2,800	3,162
Slovenia	487	401	449	477	547	572	568	763	777	911	981	1,624
Spain	12,634	11,096	9,975	11,889	13,200	12,630	12,828	14,849	16,451	18,875	24,555	37,940
Sweden*	6,205	5,103	5,017	5,229	5,396	5,560	5,984	9,071	8,562	9,875	13,300	16,601
Türkiye	13,597	11,995	12,642	12,972	14,486	14,086	13,339	12,969	12,291	16,766	28,274	36,414
United Kingdom	65,692	59,505	56,362	55,719	60,380	59,399	63,500	71,927	70,846	76,052	84,169	92,875
United States	653,942	641,253	656,059	642,933	672,255	750,886	770,650	824,094	834,977	875,603	967,707	980,000
NATO Europe and Canada	289,314	254,473	255,594	275,101	300,474	301,656	325,896	358,667	355,382	414,521	515,263	657,108
NATO Total	943,256	895,726	911,653	918,034	972,729	1,052,542	1,096,546	1,182,761	1,190,359	1,290,124	1,482,970	1,637,108
Constant 2021 prices and exchange rates												
Albania	197	173	171	176	191	216	213	222	227	253	276	423
Belgium	5,261	5,037	5,020	5,031	5,158	5,251	5,669	6,245	7,266	7,334	8,153	12,905
Bulgaria	910	896	921	930	1,133	2,547	1,243	1,276	1,395	1,741	1,787	2,033
Canada	18,438	22,142	21,593	27,587	25,607	26,020	26,896	25,502	24,909	27,990	31,055	43,860
Croatia	1,042	1,031	970	1,029	1,000	1,072	1,040	1,361	1,336	1,266	1,475	1,728
Czechia*	2,294	2,612	2,483	2,828	3,112	3,430	3,564	3,915	3,861	3,937	6,267	6,251
Denmark*	3,973	3,933	4,185	4,272	4,898	5,044	5,239	5,274	5,579	8,255	9,723	14,506
Estonia*	561	601	631	647	671	705	778	749	788	1,065	1,179	1,229
Finland	3,930	3,946	3,974	3,995	4,051	4,294	4,418	4,145	4,999	6,241	6,228	8,472
France	50,542	50,038	50,730	51,579	53,376	54,538	55,127	56,457	56,944	58,131	63,725	64,610
Germany	46,687	47,405	49,032	51,748	53,146	58,044	62,460	62,054	64,799	70,483	87,583	105,135
Greece	4,688	4,856	5,020	5,032	5,466	5,360	5,775	8,006	8,968	6,521	6,665	6,835
Hungary	1,248	1,365	1,545	1,919	1,704	2,373	2,985	2,410	3,511	3,789	4,215	3,961
Italy	23,700	22,318	25,008	25,947	26,702	25,621	31,598	33,140	34,207	33,720	35,292	46,929
Latvia*	311	355	507	582	784	774	795	824	877	1,130	1,272	1,458
Lithuania*	459	607	812	983	1,173	1,251	1,293	1,308	1,690	1,866	2,193	2,928
Luxembourg	262	302	291	384	395	444	467	403	486	578	604	1,206
Montenegro	76	74	77	75	81	82	90	91	86	100	115	146
Netherlands*	10,321	10,348	10,807	11,042	11,971	13,275	13,564	13,916	15,353	16,050	22,439	29,303
North Macedonia	133	132	126	118	128	163	166	204	228	247	280	334
Norway*	7,015	7,346	8,143	8,206	8,323	9,047	9,524	8,438	7,578	9,476	11,784	17,022
Poland*	9,764	12,082	11,201	11,161	12,569	12,930	14,234	15,099	16,056	23,734	28,208	33,292
Portugal	3,051	3,152	3,069	3,100	3,452	3,633	3,462	3,899	3,815	3,725	4,470	5,885
Romania*	3,003	3,334	3,375	4,435	4,861	5,164	5,444	5,299	5,220	4,901	6,663	6,872
Slovak Republic	980	1,162	1,189	1,211	1,394	1,995	2,173	2,066	2,187	2,150	2,509	2,618
Slovenia	486	475	529	543	582	629	605	763	820	851	885	1,357
Spain	12,242	12,804	11,499	13,264	13,910	13,848	13,643	14,849	17,647	18,569	23,466	33,920
Sweden*	5,801	5,733	5,626	5,727	5,858	6,412	6,600	9,071	9,524	10,885	14,173	16,357
Türkiye	8,483	8,603	9,346	10,417	12,879	13,212	13,520	12,969	11,600	13,327	19,718	22,867
United Kingdom	62,974	61,048	64,089	65,646	67,277	67,559	68,576	71,927	74,553	74,872	77,780	79,838
United States	747,296	726,058	735,829	708,421	724,140	795,707	805,815	824,094	779,533	788,293	850,110	838,373
NATO Europe and Canada	278,892	294,027	292,169	309,775	321,815	334,065	350,143	358,667	371,984	402,301	480,183	574,280
NATO Total	1,026,189	1,010,085	1,027,998	1,018,195	1,045,955	1,129,772	1,155,958	1,182,761	1,151,516	1,190,593	1,330,292	1,412,653

Notes: Figures for 2025 are estimates. The NATO Europe and Canada and NATO Total aggregates from 2017 onwards include Montenegro, which became an Ally on 5 June 2017, from 2020 onwards include North Macedonia, which became an Ally on 27 March 2020, from 2023 onwards include Finland, which became an Ally on 4 April 2023, and from 2024 onwards include Sweden, which became an Ally on 7 March 2024.

* Please refer to the note on page 64.

Table 3: Defence expenditure as a share of GDP and annual real change (based on 2021 prices)

Country	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025e
Share of real GDP (%)												
Albania	1.34	1.15	1.09	1.09	1.14	1.27	1.29	1.24	1.20	1.29	1.35	2.00
Belgium	0.97	0.91	0.90	0.89	0.89	0.89	1.01	1.04	1.17	1.16	1.27	2.00
Bulgaria	1.31	1.25	1.24	1.22	1.45	3.15	1.59	1.51	1.59	1.95	1.93	2.14
Canada	1.01	1.20	1.16	1.44	1.30	1.29	1.41	1.26	1.18	1.30	1.43	2.00
Croatia	1.81	1.75	1.59	1.63	1.54	1.60	1.70	1.97	1.80	1.65	1.85	2.10
Czechia*	0.94	1.02	0.94	1.02	1.09	1.16	1.27	1.35	1.29	1.31	2.07	2.01
Denmark*	1.15	1.11	1.15	1.14	1.28	1.30	1.37	1.30	1.37	2.01	2.29	3.34
Estonia*	1.90	1.99	2.03	1.97	1.97	2.00	2.26	2.02	2.14	2.98	3.31	3.42
Finland	1.46	1.46	1.43	1.39	1.40	1.46	1.54	1.41	1.69	2.12	2.11	2.87
France	1.82	1.78	1.79	1.78	1.81	1.82	1.99	1.90	1.87	1.88	2.04	2.05
Germany	1.16	1.16	1.18	1.21	1.23	1.32	1.49	1.43	1.46	1.60	2.00	2.39
Greece	2.24	2.32	2.40	2.37	2.52	2.42	2.87	3.66	3.89	2.77	2.77	2.79
Hungary	0.86	0.90	1.00	1.19	1.00	1.33	1.75	1.32	1.84	2.00	2.21	2.07
Italy	1.13	1.06	1.17	1.20	1.22	1.17	1.58	1.52	1.50	1.46	1.52	2.01
Latvia*	0.97	1.07	1.49	1.65	2.13	2.09	2.23	2.16	2.25	2.93	3.30	3.74
Lithuania*	0.88	1.13	1.48	1.71	1.95	1.98	2.05	1.95	2.46	2.69	3.07	4.00
Luxembourg	0.37	0.41	0.38	0.49	0.50	0.55	0.58	0.47	0.57	1.00	1.08	2.13
Montenegro	1.51	1.42	1.43	1.36	1.39	1.35	1.75	1.56	1.37	1.50	1.66	2.05
Netherlands*	1.12	1.10	1.13	1.12	1.19	1.29	1.37	1.32	1.39	1.46	2.02	2.59
North Macedonia	1.09	1.05	0.97	0.89	0.94	1.16	1.24	1.45	1.58	1.67	1.84	2.13
Norway*	1.54	1.58	1.73	1.71	1.72	1.84	1.97	1.68	1.46	1.82	2.22	3.20
Poland*	1.86	2.21	1.99	1.88	2.00	1.96	2.21	2.19	2.21	3.26	3.76	4.30
Portugal	1.31	1.33	1.27	1.24	1.34	1.37	1.43	1.52	1.39	1.32	1.55	2.00
Romania*	1.35	1.45	1.43	1.73	1.80	1.84	2.01	1.86	1.76	1.61	2.17	2.21
Slovak Republic	0.98	1.11	1.11	1.10	1.22	1.70	1.90	1.71	1.80	1.74	1.99	2.06
Slovenia	0.98	0.94	1.02	0.99	1.02	1.06	1.07	1.24	1.30	1.31	1.34	2.04
Spain	0.92	0.92	0.80	0.90	0.92	0.90	1.00	1.02	1.13	1.17	1.42	2.00
Sweden*	1.07	1.02	0.98	0.98	0.98	1.05	1.10	1.44	1.49	1.71	2.20	2.50
Türkiye	1.44	1.38	1.45	1.50	1.79	1.82	1.83	1.57	1.33	1.45	2.08	2.33
United Kingdom	2.13	2.02	2.07	2.06	2.08	2.06	2.33	2.25	2.22	2.22	2.28	2.31
United States	3.71	3.51	3.49	3.28	3.25	3.49	3.61	3.47	3.20	3.15	3.30	3.19
NATO Europe and Canada	1.40	1.40	1.41	1.45	1.48	1.51	1.69	1.62	1.62	1.71	1.97	2.33
NATO Total	2.56	2.46	2.46	2.37	2.38	2.51	2.68	2.58	2.43	2.45	2.65	2.77
Annual real change (%)												
Albania	-2.63	-11.95	-1.67	3.03	8.86	12.95	-1.53	4.48	1.97	11.77	9.01	53.11
Belgium	-2.11	-4.25	-0.34	0.21	2.52	1.82	7.96	10.14	16.36	0.93	11.17	58.28
Bulgaria	-9.08	-1.56	2.80	0.96	21.79	124.85	-51.20	2.65	9.32	24.81	2.66	13.78
Canada	4.95	20.09	-2.48	27.76	-7.18	1.61	3.37	-5.18	-2.32	12.37	10.95	41.23
Croatia	25.94	-1.04	-5.99	6.15	-2.82	7.20	-2.99	30.88	-1.90	-5.24	16.56	17.13
Czechia*	-5.03	13.86	-4.94	13.90	10.06	10.20	3.91	9.85	-1.36	1.96	59.18	-0.26
Denmark*	-4.82	-1.00	6.43	2.07	14.65	2.99	3.86	0.68	5.78	47.96	17.78	49.19
Estonia*	3.78	7.14	5.00	2.54	3.69	5.15	10.30	-3.70	5.13	35.22	10.73	4.23
Finland	-6.05	0.40	0.72	0.53	1.40	6.00	2.87	-6.16	20.59	24.84	-0.20	36.03
France	-1.20	-1.00	1.38	1.67	3.48	2.18	1.08	2.41	0.86	2.08	9.62	1.39
Germany	-1.42	1.54	3.43	5.54	2.70	9.22	7.61	-0.65	4.42	8.77	24.26	20.04
Greece	0.42	3.60	3.38	0.23	8.62	-1.94	7.73	38.64	12.02	-27.28	2.20	2.55
Hungary	-5.22	9.34	13.19	24.19	-11.19	39.22	25.81	-19.25	45.65	7.91	11.26	-6.02
Italy	-9.81	-5.83	12.05	3.75	2.91	-4.05	23.33	4.88	3.22	-1.42	4.66	32.97
Latvia*	2.64	14.35	42.65	14.88	34.73	-1.31	2.77	3.57	6.49	28.85	12.51	14.63
Lithuania*	19.65	32.05	33.91	21.01	19.30	6.65	3.37	1.15	29.27	10.39	17.51	33.55
Luxembourg	4.87	15.28	-3.68	31.92	2.79	12.34	5.20	-13.59	20.48	18.91	4.59	99.50
Montenegro	4.39	-3.57	4.16	-2.13	7.21	1.39	10.33	1.15	-5.46	16.02	14.75	26.84
Netherlands*	0.19	0.26	4.43	2.17	8.41	10.90	2.18	2.59	10.33	4.54	39.81	30.59
North Macedonia	-3.58	-0.09	-4.71	-6.75	8.40	27.73	2.01	22.46	11.73	8.37	13.62	19.07
Norway*	5.38	4.72	10.84	0.78	1.43	8.70	5.27	-11.40	-10.20	25.05	24.35	44.46
Poland*	11.35	23.74	-7.29	-0.36	12.61	2.87	10.08	6.08	6.33	47.83	18.85	18.02
Portugal	-8.54	3.31	-2.65	1.01	11.36	5.23	-4.69	12.63	-2.16	-2.37	20.01	31.67
Romania*	8.60	11.05	1.23	31.38	9.60	6.24	5.42	-2.66	-1.48	-6.11	35.95	3.14
Slovak Republic	3.19	18.57	2.38	1.83	15.09	43.10	8.93	-4.89	5.84	-1.70	16.69	4.36
Slovenia	-4.58	-2.24	11.41	2.63	7.24	7.98	-3.74	26.09	7.39	3.84	4.01	53.31
Spain	0.36	4.60	-10.19	15.35	4.87	-0.45	-1.48	8.84	18.84	5.23	26.38	44.55
Sweden*	4.18	-1.17	-1.87	1.81	2.28	9.46	2.93	37.43	5.00	14.28	30.21	15.41
Türkiye	0.55	1.41	8.64	11.46	23.64	2.59	2.33	-4.08	-10.56	14.89	47.95	15.97
United Kingdom	-1.38	-3.06	4.98	2.43	2.48	0.42	1.50	4.89	3.65	0.43	3.88	2.65
United States	-5.60	-2.84	1.35	-3.72	2.22	9.88	1.27	2.27	-5.41	1.12	7.84	-1.38
NATO Europe and Canada	-0.96	1.84	2.87	6.03	3.89	3.81	4.81	2.43	3.71	8.15	19.36	19.60
NATO Total	-4.38	-1.57	1.77	-0.95	2.73	8.01	2.32	2.32	-2.64	3.39	11.73	6.19

Notes: Figures for 2025 are estimates. The NATO Europe and Canada and NATO Total aggregates from 2017 onwards include Montenegro, which became an Ally on 5 June 2017, from 2020 onwards include North Macedonia, which became an Ally on 27 March 2020, from 2023 onwards include Finland, which became an Ally on 4 April 2023, and from 2024 onwards include Sweden, which became an Ally on 7 March 2024.

* Please refer to the note on page 64.

Table 4: Defence expenditure real change 2014-2025e

Country	2014	2025e	Real change 2014-2025e (%)	Share of real GDP 2014 (%)	Share of real GDP 2025e (%)
Million US dollars (2021 prices and exchange rates)					
Albania	197	423	114.67	1.34	2.00
Belgium	5,261	12,905	145.31	0.97	2.00
Bulgaria	910	2,033	123.37	1.31	2.14
Canada	18,438	43,860	137.87	1.01	2.00
Croatia	1,042	1,728	65.79	1.81	2.10
Czechia	2,294	6,251	172.51	0.94	2.01
Denmark	3,973	14,506	265.14	1.15	3.34
Estonia	561	1,229	119.19	1.90	3.42
Finland	3,930	8,472	115.59	1.46	2.87
France	50,542	64,610	27.83	1.82	2.05
Germany	46,687	105,135	125.19	1.16	2.39
Greece	4,688	6,835	45.80	2.24	2.79
Hungary	1,248	3,961	217.30	0.86	2.07
Italy	23,700	46,929	98.01	1.13	2.01
Latvia	311	1,458	369.36	0.97	3.74
Lithuania	459	2,928	537.40	0.88	4.00
Luxembourg	262	1,206	359.60	0.37	2.13
Montenegro	76	146	90.40	1.51	2.05
Netherlands	10,321	29,303	183.91	1.12	2.59
North Macedonia	133	334	151.56	1.09	2.13
Norway	7,015	17,022	142.65	1.54	3.20
Poland	9,764	33,292	240.96	1.86	4.30
Portugal	3,051	5,885	92.87	1.31	2.00
Romania	3,003	6,872	128.88	1.35	2.21
Slovak Republic	980	2,618	167.23	0.98	2.06
Slovenia	486	1,357	179.35	0.98	2.04
Spain	12,242	33,920	177.09	0.92	2.00
Sweden	5,801	16,357	181.98	1.07	2.50
Türkiye	8,483	22,867	169.57	1.44	2.33
United Kingdom	62,974	79,838	26.78	2.13	2.31
United States	747,296	838,373	12.19	3.71	3.19

Note: Figures for 2025 are estimates.

Table 5: GDP (million US dollars)

Country	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025e
Current prices and exchange rates												
Albania	13,314	11,472	11,989	13,292	15,380	15,582	15,271	17,985	19,189	23,633	27,084	29,886
Belgium	538,126	461,091	474,141	500,732	542,885	536,786	529,270	598,920	591,551	651,518	671,168	724,997
Bulgaria	57,081	50,766	53,929	59,288	66,163	68,513	70,594	84,437	90,716	102,236	113,364	128,974
Canada	1,805,751	1,556,508	1,527,996	1,649,266	1,725,300	1,743,725	1,655,685	2,022,382	2,198,455	2,185,877	2,243,637	2,282,498
Croatia	59,622	51,005	52,636	56,162	61,693	61,472	57,913	69,051	71,256	85,646	92,954	104,038
Czechia	210,863	189,191	198,082	221,824	252,250	256,908	251,183	290,894	301,769	345,431	346,958	388,301
Denmark	352,833	301,759	312,182	331,611	355,293	345,402	355,631	406,110	400,115	404,652	424,525	458,545
Estonia	27,048	23,304	24,545	27,427	31,192	31,843	31,783	37,173	38,218	41,479	43,096	47,415
Finland	273,549	233,234	238,712	253,757	273,993	267,044	269,784	294,419	280,474	295,107	298,604	316,954
France	2,865,577	2,444,243	2,468,415	2,590,944	2,784,644	2,726,554	2,644,754	2,964,592	2,795,674	3,061,108	3,161,123	3,367,431
Germany	3,972,092	3,422,478	3,530,033	3,768,723	4,062,913	3,967,280	3,930,378	4,347,323	4,197,362	4,565,111	4,686,830	5,042,747
Greece	233,972	194,587	193,044	200,310	213,396	207,329	191,210	218,449	218,162	243,016	256,161	282,571
Hungary	141,129	125,244	128,984	143,335	161,185	164,927	158,468	183,283	177,785	213,315	222,878	247,431
Iceland	18,052	17,700	21,084	25,060	26,678	24,986	22,035	26,235	29,166	31,678	33,255	38,344
Italy	2,173,816	1,845,613	1,886,592	1,970,026	2,100,386	2,019,830	1,905,953	2,180,656	2,105,723	2,317,394	2,380,107	2,549,380
Latvia	30,285	26,347	27,110	29,381	33,263	33,103	33,353	38,209	38,033	42,792	43,671	47,695
Lithuania	48,383	41,545	42,959	47,740	54,286	55,128	57,366	67,117	70,695	80,380	85,478	94,843
Luxembourg	68,797	60,215	62,089	65,800	71,090	69,686	73,624	86,310	81,071	60,235	60,987	66,204
Montenegro	4,581	4,011	4,356	4,802	5,436	5,484	4,730	5,827	6,265	7,646	8,272	9,184
Netherlands	901,881	775,864	797,105	848,197	930,332	928,970	931,960	1,054,728	1,047,040	1,135,765	1,214,569	1,329,134
North Macedonia	11,378	10,067	10,686	11,336	12,694	12,609	12,385	14,008	13,957	15,864	16,946	18,892
Norway	501,737	388,160	370,957	401,745	439,789	408,743	367,633	503,368	596,298	482,950	483,593	518,839
Poland	542,098	478,915	473,039	528,388	594,117	601,915	605,446	689,023	694,599	812,243	915,775	1,031,964
Portugal	230,138	199,058	206,249	220,785	242,203	240,143	229,435	256,226	257,101	292,408	313,177	345,500
Romania	199,989	177,878	185,337	210,530	241,973	250,055	250,961	285,275	295,891	347,829	382,651	420,568
Slovak Republic	101,739	89,187	90,322	95,944	106,660	105,855	107,646	120,591	115,884	133,617	140,892	153,633
Slovenia	49,527	42,714	44,279	48,136	53,713	53,916	53,342	61,582	59,946	69,275	72,950	79,549
Spain	1,380,600	1,206,286	1,242,674	1,321,288	1,432,291	1,403,652	1,288,750	1,462,216	1,449,990	1,619,948	1,725,151	1,897,022
Sweden	578,990	501,346	511,721	535,207	550,143	531,423	544,008	629,986	573,735	579,172	603,831	663,325
Türkiye	943,337	868,204	870,339	863,906	807,318	775,223	730,345	827,673	924,752	1,153,295	1,358,251	1,563,427
United Kingdom	3,086,969	2,946,231	2,716,853	2,701,370	2,900,745	2,877,391	2,725,948	3,195,327	3,192,851	3,422,072	3,686,692	4,020,446
United States	17,608,138	18,295,019	18,804,913	19,612,103	20,656,516	21,539,982	21,375,282	23,725,646	26,054,614	27,811,517	29,298,013	30,674,365
NATO Europe and Canada	20,554,756	17,995,566	18,012,963	18,946,014	20,312,574	19,980,400	19,293,053	22,114,971	22,079,513	24,243,519	26,114,630	28,269,736
NATO Total	38,162,895	36,290,585	36,817,876	38,558,117	40,969,090	41,520,382	40,668,334	45,840,617	48,134,127	52,055,036	55,412,642	58,944,102
Constant 2021 prices and exchange rates												
Albania	14,705	15,033	15,620	16,133	16,725	17,070	16,505	17,985	18,853	19,610	20,404	21,147
Belgium	544,410	552,435	559,028	567,271	577,924	592,042	563,666	598,920	622,615	633,287	640,067	646,801
Bulgaria	69,539	71,902	74,078	76,112	77,886	80,840	78,307	84,437	87,886	89,364	92,390	95,199
Canada	1,832,181	1,844,090	1,863,242	1,919,769	1,972,428	2,010,070	1,908,798	2,022,382	2,114,552	2,151,622	2,172,574	2,197,219
Croatia	57,632	58,969	61,014	63,017	64,852	66,863	61,306	69,051	74,087	76,874	79,816	82,391
Czechia	244,859	257,169	263,584	277,679	285,499	295,512	279,785	290,894	299,185	299,696	303,020	310,414
Denmark	345,506	352,776	363,617	374,731	381,701	388,234	381,323	406,110	407,913	410,379	424,651	434,774
Estonia	29,541	30,216	31,132	32,786	34,012	35,257	34,369	37,173	36,731	36,966	35,663	35,912
Finland	269,342	270,598	277,558	286,729	290,150	294,066	286,743	294,419	296,665	293,874	295,099	295,245
France	2,784,040	2,811,845	2,832,499	2,896,790	2,942,842	3,004,477	2,776,066	2,964,592	3,047,543	3,096,981	3,131,312	3,157,519
Germany	4,016,108	4,073,040	4,160,064	4,289,028	4,338,306	4,382,133	4,185,542	4,347,323	4,429,315	4,399,433	4,378,673	4,390,737
Greece	209,568	209,089	209,023	212,102	216,481	221,411	201,049	218,449	230,512	235,435	240,348	245,396
Hungary	145,638	150,968	154,650	161,028	170,055	178,689	170,936	183,283	190,894	189,334	190,394	191,046
Iceland	22,129	22,963	24,391	25,241	26,418	26,719	24,943	26,235	28,549	30,030	29,738	30,059
Italy	2,090,525	2,109,040	2,135,113	2,169,355	2,187,287	2,196,674	2,001,869	2,180,656	2,285,788	2,308,090	2,324,077	2,336,838
Latvia	32,027	33,238	34,086	35,245	36,764	37,012	35,728	38,209	38,938	38,571	38,554	39,030
Lithuania	51,982	53,455	54,883	57,414	60,238	63,056	63,083	67,117	68,771	69,280	71,379	73,139
Luxembourg	71,353	72,981	76,624	77,642	78,923	81,101	80,716	86,310	85,374	58,042	56,171	56,691
Montenegro	5,066	5,194	5,373	5,546	5,808	6,063	5,154	5,827	6,278	6,684	6,896	7,104
Netherlands	918,548	937,816	960,508	987,223	1,009,464	1,032,629	993,094	1,054,728	1,107,612	1,101,187	1,113,033	1,132,040
North Macedonia	12,184	12,653	13,014	13,155	13,534	14,063	13,403	14,008	14,394	14,762	15,204	15,684
Norway	455,817	464,283	469,691	481,263	485,252	490,705	484,433	503,368	519,709	520,083	530,991	532,100
Poland	523,725	546,450	563,844	593,287	629,776	658,228	644,913	689,023	727,093	728,147	749,768	774,486
Portugal	233,509	237,221	241,976	249,997	257,362	264,429	242,733	256,226	274,126	282,623	288,671	294,243
Romania	222,806	229,840	236,413	255,788	269,587	280,263	270,179	285,275	297,221	303,932	306,716	310,769
Slovak Republic	99,799	104,965	107,010	110,086	114,558	117,165	114,136	120,591	121,248	123,810	126,210	127,209
Slovenia	49,400	50,582	52,117	54,814	57,214	59,220	56,801	61,582	63,225	64,727	65,848	66,452
Spain	1,337,681	1,392,003	1,432,581	1,474,070	1,509,380	1,538,983	1,370,616	1,462,216	1,555,365	1,593,639	1,648,704	1,696,020
Sweden	541,217	563,185	573,815	586,250	597,223	612,901	599,959	629,986	638,227	638,385	643,446	653,565
Türkiye	588,517	622,683	643,379	693,729	717,789	727,132	740,242	827,673	872,709	916,738	947,243	981,790
United Kingdom	2,959,258	3,022,598	3,089,292	3,182,688	3,232,062	3,272,667	2,943,833	3,195,327	3,359,877	3,369,004	3,406,844	3,456,103
United States	20,121,808	20,714,506	21,091,396	21,609,743	22,250,796	22,825,719	22,350,630	23,725,646	24,324,532	25,038,301	25,737,668	26,241,384
NATO Europe and Canada	19,950,804	20,327,653	20,709,460	21,339,834	21,756,593	22,124,644	20,743,528	22,114,971	22,986,361	23,460,936	24,373,903	24,687,121
NATO Total	40,072,612	41,042,159	41,800,856	42,949,578	44,007,389	44,950,363	43,094,158	45,840,617	47,310,893	48,499,237	50,111,571	50,928,505

**Table 6: GDP per capita and defence expenditure per capita
(2021 prices and exchange rates)**

Country	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025e
	GDP per capita (thousand US dollars)											
Albania	5.1	5.2	5.4	5.6	5.8	6.0	5.8	6.4	6.8	7.1	7.5	7.8
Belgium	48.6	49.0	49.3	49.9	50.6	51.5	48.9	51.7	53.3	53.8	54.0	54.4
Bulgaria	9.8	10.3	10.7	11.2	11.6	12.2	12.0	13.0	13.6	13.9	14.4	14.9
Canada	51.7	51.6	51.6	52.5	53.2	53.4	50.2	52.9	54.3	53.7	52.6	52.7
Croatia	13.7	14.2	14.9	15.6	16.3	16.9	15.7	17.8	19.2	19.9	20.8	21.6
Czechia	23.3	24.5	25.1	26.4	27.1	28.0	26.6	27.7	27.8	27.6	27.8	28.5
Denmark	61.2	62.1	63.5	65.0	65.9	66.7	65.4	69.4	69.1	69.0	71.0	72.4
Estonia	22.5	23.0	23.7	24.9	25.8	26.6	25.9	27.9	27.6	26.1	26.1	26.5
Finland	49.3	49.4	50.5	52.1	52.6	53.3	51.8	53.1	53.4	52.7	52.5	52.2
France	42.2	42.4	42.6	43.3	43.8	44.6	41.0	43.6	44.7	45.3	45.7	45.9
Germany	49.7	50.1	50.8	52.3	52.8	53.3	51.0	53.0	53.7	52.8	52.4	52.5
Greece	19.2	19.3	19.4	19.7	20.2	20.7	18.8	20.5	21.8	22.3	22.8	23.4
Hungary	14.8	15.4	15.8	16.6	17.5	18.4	17.7	19.0	19.9	19.7	19.9	20.0
Iceland	68.9	70.8	74.1	74.8	76.4	75.9	70.0	72.6	77.1	79.1	76.9	76.7
Italy	34.7	35.0	35.5	36.2	36.5	36.8	33.7	36.9	38.7	39.1	39.4	39.7
Latvia	16.1	16.8	17.4	18.2	19.1	19.3	18.8	20.3	20.6	20.5	20.7	21.2
Lithuania	17.7	18.4	19.1	20.2	21.4	22.4	22.4	23.9	24.3	24.1	24.7	25.5
Luxembourg	127.8	128.2	131.2	130.1	129.6	130.5	127.9	134.6	130.3	86.9	82.8	82.3
Montenegro	8.1	8.3	8.6	8.9	9.3	9.7	8.3	9.4	10.2	10.8	11.1	11.5
Netherlands	54.5	55.4	56.4	57.6	58.6	59.5	56.9	60.2	62.6	61.6	61.9	62.5
North Macedonia	6.4	6.6	6.8	6.9	7.2	7.5	7.2	7.6	7.9	8.1	8.3	8.6
Norway	88.7	89.5	89.7	91.2	91.4	91.8	90.1	93.1	95.2	94.2	95.3	94.6
Poland	13.8	14.4	14.9	15.6	16.6	17.3	17.4	18.6	19.2	19.3	20.0	20.7
Portugal	22.4	22.8	23.4	24.2	24.9	25.5	23.4	24.6	26.2	26.7	27.0	27.3
Romania	11.2	11.6	12.0	13.1	13.8	14.5	14.0	14.9	15.6	15.9	16.1	16.3
Slovak Republic	18.4	19.4	19.7	20.2	21.0	21.5	20.9	22.2	22.2	22.7	23.1	23.3
Slovenia	24.0	24.5	25.2	26.5	27.6	28.3	27.0	29.2	30.0	30.5	31.0	31.2
Spain	28.8	30.0	30.9	31.7	32.3	32.7	28.9	30.9	32.6	32.9	33.8	34.5
Sweden	55.8	57.5	57.9	58.3	58.7	59.6	57.9	60.5	60.6	60.2	60.5	61.2
Türkiye	7.6	8.0	8.1	8.6	8.8	8.8	8.9	9.8	10.3	10.7	11.1	11.4
United Kingdom	45.8	46.4	47.1	48.2	48.8	49.1	44.1	47.7	49.7	49.2	49.2	49.6
United States	63.0	64.3	65.0	66.1	67.7	69.1	67.4	71.4	72.7	74.3	75.7	77.0
NATO Europe and Canada	33.4	33.9	34.4	35.2	35.8	36.2	33.8	36.0	37.2	37.3	38.0	38.3
NATO Total	43.7	44.5	45.1	46.1	47.0	47.8	45.6	48.4	49.7	50.2	51.0	51.7

	Defence expenditure per capita (US dollars)											
Albania	68	60	59	61	67	76	75	79	82	92	101	157
Belgium	469	447	443	442	451	457	491	539	622	623	688	1,085
Bulgaria	129	128	134	137	169	385	190	196	216	270	278	317
Canada	520	620	598	755	691	692	707	667	640	698	752	1,051
Croatia	248	248	236	255	251	272	266	351	346	328	384	453
Czechia	218	249	236	269	295	325	339	373	359	362	575	574
Denmark	704	692	731	741	845	867	899	901	945	1,388	1,627	2,416
Estonia	426	458	479	492	509	532	585	563	591	780	863	909
Finland	719	720	723	725	734	778	799	748	900	1,119	1,108	1,497
France	766	755	762	772	795	809	815	831	835	850	930	940
Germany	578	583	599	631	647	706	761	757	785	846	1,049	1,257
Greece	430	449	466	468	509	500	540	752	848	618	633	651
Hungary	127	139	158	197	176	245	309	250	366	395	441	416
Italy	393	371	416	432	446	429	532	560	580	572	599	798
Latvia	156	180	259	300	407	405	418	437	465	601	683	790
Lithuania	156	208	282	346	416	445	460	466	597	650	759	1,019
Luxembourg	470	531	499	644	649	714	740	629	742	865	891	1,750
Montenegro	123	119	123	121	130	131	145	147	140	161	184	235
Netherlands	612	611	635	645	695	765	778	794	867	898	1,247	1,618
North Macedonia	69	69	66	62	68	87	89	111	124	135	154	183
Norway	1,366	1,415	1,555	1,555	1,567	1,692	1,771	1,560	1,389	1,717	2,115	3,026
Poland	257	318	295	294	331	341	383	408	425	631	752	891
Portugal	293	304	296	300	334	351	333	375	364	352	418	546
Romania	151	168	171	226	249	266	282	277	274	257	349	361
Slovak Republic	181	214	219	223	256	366	398	380	401	394	460	480
Slovenia	236	230	256	263	281	301	288	362	389	401	416	637
Spain	264	276	248	285	298	294	288	314	369	384	481	691
Sweden	598	585	567	569	576	623	637	871	905	1,027	1,333	1,531
Türkiye	110	110	118	130	158	160	162	154	136	156	231	265
United Kingdom	975	938	977	995	1,015	1,014	1,027	1,074	1,103	1,093	1,124	1,146
United States	2,338	2,254	2,267	2,167	2,202	2,407	2,428	2,478	2,331	2,338	2,499	2,460
NATO Europe and Canada	466	473	485	512	529	547	571	584	602	640	748	891
NATO Total	1,118	1,095	1,108	1,092	1,117	1,201	1,223	1,250	1,209	1,233	1,354	1,434

Notes: Figures for 2025 are estimates. The NATO Europe and Canada and NATO Total aggregates from 2017 onwards include Montenegro, which became an Ally on 5 June 2017, from 2020 onwards include North Macedonia, which became an Ally on 27 March 2020, from 2023 onwards include Finland, which became an Ally on 4 April 2023, and from 2024 onwards include Sweden, which became an Ally on 7 March 2024.

Table 7: Military personnel (Thousands)

Country	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025e
Albania	6.7	6.2	5.8	6.8	6.8	6.8	6.7	6.6	6.6	6.4	7.0	6.6
Belgium	30.5	29.7	28.8	27.8	26.5	23.3	22.8	22.1	21.4	21.1	21.3	22.1
Bulgaria	27.5	24.9	24.7	24.3	24.4	24.6	25.0	25.7	25.6	25.6	25.5	26.6
Canada	65.9	70.3	70.5	68.2	70.3	71.8	70.3	68.2	67.4	68.6	70.6	70.9
Croatia	15.4	15.1	14.8	14.8	15.0	14.8	14.7	14.9	14.4	13.9	13.5	13.6
Czechia	20.2	21.5	22.7	23.8	24.7	25.3	26.1	26.4	26.6	27.6	28.0	29.1
Denmark	16.9	17.2	17.3	16.7	17.2	16.3	16.9	16.9	16.7	17.3	17.7	18.0
Estonia	6.3	6.0	6.1	6.0	6.2	6.3	6.7	6.6	6.3	6.4	6.6	7.8
Finland	32.5	31.0	31.3	31.0	31.8	31.1	31.3	31.1	30.5	25.9	27.0	27.7
France	207.0	204.8	208.1	208.2	208.2	207.8	207.6	207.6	207.1	205.3	201.3	201.7
Germany	178.8	177.2	177.9	179.8	181.5	183.8	183.9	183.9	183.2	181.7	181.4	182.3
Greece	107.3	104.4	106.0	106.9	109.2	102.5	106.6	108.1	107.3	108.9	107.9	104.1
Hungary	17.5	17.4	17.9	18.7	19.9	18.9	19.8	20.0	19.7	17.6	18.7	19.9
Italy	183.5	178.4	176.3	174.6	174.1	176.4	173.4	170.3	170.0	169.2	173.4	193.7
Latvia	4.6	4.8	5.2	5.5	5.9	6.0	6.4	6.5	6.4	6.9	7.7	8.2
Lithuania	8.6	11.8	11.8	13.5	14.3	14.9	15.1	15.2	15.7	16.5	17.3	19.0
Luxembourg	0.8	0.8	0.8	0.8	0.9	0.9	0.8	0.9	0.9	0.9	0.9	1.0
Montenegro	1.9	1.7	1.5	1.5	1.5	1.5	1.9	1.6	1.6	1.7	1.6	1.7
Netherlands	41.2	40.6	40.0	39.5	39.3	39.7	40.4	40.9	40.6	41.7	43.0	45.1
North Macedonia	6.5	6.8	6.6	6.3	6.5	6.4	6.4	6.1	5.9	5.7	5.8	6.0
Norway	21.0	20.9	20.5	20.2	20.2	19.2	20.6	23.1	23.5	24.0	26.0	26.7
Poland	99.0	98.9	101.6	105.3	109.5	113.1	116.2	166.8	176.0	208.7	216.9	252.9
Portugal	30.7	28.3	29.8	27.8	26.9	23.8	23.7	25.3	22.5	21.4	20.5	21.5
Romania	65.1	64.5	63.4	64.0	64.0	64.5	66.4	68.6	66.7	63.9	70.2	69.8
Slovak Republic	12.4	12.4	12.2	12.2	12.2	12.7	13.1	13.1	13.2	13.0	12.9	13.5
Slovenia	6.8	6.6	6.5	6.3	6.2	6.0	6.0	6.0	5.8	5.9	5.7	5.9
Spain	121.8	121.6	121.0	117.7	117.4	117.0	118.7	118.7	117.3	116.4	116.7	117.4
Sweden	14.7	15.0	15.0	15.9	17.8	19.1	20.1	21.1	20.9	22.3	23.9	25.7
Türkiye	426.6	384.8	359.3	416.7	444.3	441.8	433.0	450.0	455.9	365.3	337.3	370.3
United Kingdom	168.7	141.4	139.5	149.4	146.6	144.0	147.3	148.2	143.6	132.5	128.9	126.1
United States	1,338.2	1,314.1	1,301.4	1,305.9	1,317.4	1,329.2	1,346.7	1,349.0	1,317.0	1,286.0	1,280.7	1,291.3
NATO Europe and Canada	1,890.8	1,810.7	1,788.3	1,857.1	1,893.0	1,883.7	1,896.7	1,968.3	1,968.2	1,920.2	1,935.4	2,034.6
NATO Total	3,228.9	3,124.8	3,089.8	3,163.0	3,210.5	3,212.9	3,243.4	3,317.3	3,285.2	3,206.2	3,216.1	3,325.9

Notes: Figures for 2025 are estimates. The NATO Europe and Canada and NATO Total aggregates from 2017 onwards include Montenegro, which became an Ally on 5 June 2017, from 2020 onwards include North Macedonia, which became an Ally on 27 March 2020, from 2023 onwards include Finland, which became an Ally on 4 April 2023, and from 2024 onwards include Sweden, which became an Ally on 7 March 2024.

Table 8a: Distribution of defence expenditure by main category
(percentage of total defence expenditure)

Country	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025e
Equipment (a)												
Albania	16.65	8.92	8.01	6.96	9.42	14.61	15.00	15.12	17.05	21.94	20.10	17.48
Belgium	3.52	3.44	4.72	6.52	10.15	11.06	13.88	19.47	20.36	20.27	15.35	13.39
Bulgaria	1.03	3.47	9.15	8.10	9.65	59.74	8.44	11.05	15.70	28.05	28.68	28.43
Canada	13.03	10.47	10.61	10.70	11.94	13.84	14.67	12.07	11.33	14.99	19.59	20.29
Croatia	5.56	8.01	7.51	5.69	3.37	6.55	9.06	30.01	31.19	24.20	26.66	33.69
Czechia	6.53	11.75	6.70	11.55	11.16	16.44	17.31	20.47	24.66	23.05	38.11	33.33
Denmark	10.99	11.50	13.68	10.39	11.66	16.21	17.65	17.19	18.72	12.61	21.78	31.14
Estonia	22.15	12.82	17.86	19.22	16.51	15.50	23.00	23.18	21.86	16.72	37.15	19.08
Finland	13.68	14.15	14.04	13.35	13.56	21.14	21.63	19.88	33.54	42.60	43.98	44.01
France	24.64	25.04	24.44	24.17	23.66	24.53	26.62	27.85	28.64	28.19	27.45	30.04
Germany	12.94	11.93	12.21	11.77	12.36	14.69	17.45	16.69	17.23	18.04	21.17	29.57
Greece	8.17	10.40	13.45	11.28	11.03	11.55	10.70	37.24	42.29	25.15	26.02	25.70
Hungary	7.76	9.75	13.37	18.54	12.63	36.46	45.57	36.40	47.58	49.77	50.85	48.19
Italy	10.92	9.72	19.09	20.68	19.13	17.00	18.56	23.23	22.77	21.98	22.31	22.79
Latvia	7.55	13.60	19.05	15.01	31.85	21.65	20.53	22.07	24.65	31.57	25.31	36.18
Lithuania	14.06	21.55	30.06	31.61	36.98	37.57	33.71	22.32	36.62	28.66	30.02	45.67
Luxembourg	22.61	33.33	30.07	42.06	45.18	49.71	50.15	39.58	45.10	41.44	32.92	54.97
Montenegro	7.46	5.43	4.46	4.97	11.14	14.96	20.96	20.54	22.85	24.00	30.41	42.83
Netherlands	10.68	11.16	14.14	14.75	16.39	20.34	22.13	23.85	14.78	8.10	19.82	24.07
North Macedonia	5.92	11.13	8.37	6.47	11.09	13.82	11.53	21.77	24.13	25.17	30.23	30.22
Norway	20.42	21.83	23.37	24.63	25.60	28.76	28.41	29.19	28.39	29.29	27.54	27.63
Poland	18.84	33.20	21.62	22.04	27.51	23.36	29.31	33.89	32.42	44.73	42.90	50.71
Portugal	8.43	8.70	9.95	11.42	15.48	16.61	17.36	12.46	16.09	16.34	15.11	21.23
Romania	15.77	19.65	20.43	33.34	33.47	25.59	23.12	21.57	25.51	21.94	32.24	29.80
Slovak Republic	11.12	18.28	15.32	17.74	22.27	40.07	31.84	32.34	36.54	27.48	35.17	31.92
Slovenia	0.66	1.85	1.02	4.04	5.98	7.11	5.69	14.56	22.38	23.92	24.98	22.70
Spain	13.49	14.82	6.65	20.39	21.83	21.02	19.43	22.47	20.89	27.39	30.79	44.17
Sweden	40.47	38.08	34.62	21.65	22.40	22.95	23.79	20.22	21.13	24.36	29.56	36.02
Türkiye	25.08	25.13	25.55	30.30	37.64	34.32	30.73	29.31	28.43	29.79	33.36	27.00
United Kingdom	22.82	21.75	21.24	22.29	22.25	22.85	23.83	29.50	31.42	31.26	33.36	35.98
United States	25.97	25.41	25.05	25.73	27.06	29.06	29.69	28.70	27.85	28.75	29.88	29.69
Personnel (b)												
Albania	68.05	78.15	68.05	68.20	70.70	62.89	64.41	63.57	60.05	52.25	51.42	34.84
Belgium	77.84	78.23	76.80	75.20	70.69	68.38	63.58	56.79	49.89	50.09	47.99	32.04
Bulgaria	72.84	73.66	65.64	68.33	62.99	29.42	63.79	65.59	57.80	53.14	55.15	54.34
Canada	50.90	53.76	53.11	57.37	51.02	49.54	49.23	49.92	48.44	47.11	44.66	38.67
Croatia	76.55	72.28	75.40	71.72	76.96	73.71	76.15	56.71	55.38	58.30	58.21	51.49
Czechia	61.40	55.25	61.95	56.11	54.57	51.82	49.72	44.70	42.85	42.86	27.14	28.49
Denmark	51.27	52.01	49.51	47.01	49.88	48.25	46.07	48.31	40.88	29.58	28.15	19.03
Estonia	38.62	39.56	38.70	34.89	33.83	34.18	32.67	33.61	29.41	24.31	21.98	23.60
Finland	40.24	37.88	38.86	40.52	38.95	34.47	33.84	35.09	28.64	23.08	24.45	18.39
France	48.59	47.79	47.94	47.98	46.90	45.59	44.01	42.99	42.33	42.21	39.04	37.99
Germany	50.67	49.86	48.35	48.96	47.99	45.26	42.22	42.28	39.26	35.77	29.38	25.16
Greece	77.18	72.05	73.13	76.56	78.76	77.08	74.58	53.78	45.92	61.59	61.12	57.96
Hungary	49.77	48.21	49.66	37.13	42.33	35.37	27.18	38.74	31.42	22.77	21.59	25.06
Italy	76.41	77.55	70.79	67.58	68.16	70.21	67.52	63.73	63.67	62.35	60.47	53.89
Latvia	52.97	50.06	43.87	38.59	34.32	33.53	37.15	37.24	36.53	32.31	32.87	29.28
Lithuania	57.53	48.49	45.50	40.79	37.47	40.02	41.33	42.58	33.21	32.05	29.77	25.19
Luxembourg	49.31	42.77	45.56	34.40	33.42	30.76	30.13	34.58	28.78	21.89	24.60	16.74
Montenegro	78.53	78.03	75.32	80.87	73.50	71.39	64.66	59.90	61.12	58.40	47.35	39.75
Netherlands	56.50	55.51	51.77	52.19	51.16	49.27	48.49	47.86	47.04	30.66	40.81	32.48
North Macedonia	72.49	70.95	71.26	75.25	71.53	61.93	63.33	51.03	42.80	47.72	42.92	42.51
Norway	40.64	39.96	38.60	37.08	36.43	34.78	34.51	34.15	34.22	33.97	33.73	34.27
Poland	51.45	41.96	47.15	50.04	46.14	46.91	44.71	43.55	42.72	31.91	32.23	29.57
Portugal	81.27	81.90	81.38	80.19	74.75	70.51	71.15	63.09	61.81	63.61	54.76	45.24
Romania	71.15	63.30	65.01	54.67	54.48	57.90	59.20	57.79	55.03	59.68	50.39	50.76
Slovak Republic	69.14	56.24	58.72	58.21	54.74	40.81	42.34	46.61	42.77	43.72	41.88	39.89
Slovenia	82.31	82.23	76.03	75.04	72.38	69.07	72.75	61.99	53.77	49.82	52.02	36.47
Spain	67.34	65.18	72.61	61.64	59.64	61.86	62.54	58.70	52.70	49.30	51.43	37.87
Sweden	34.10	29.92	32.12	29.51	28.17	29.99	30.75	22.66	21.48	26.27	22.76	22.14
Türkiye	56.88	56.82	57.60	51.02	45.18	48.38	50.64	47.88	45.27	44.20	43.20	40.66
United Kingdom	36.59	36.80	35.27	34.54	33.75	34.07	33.80	31.49	29.74	30.69	30.37	29.34
United States	35.45	36.64	45.01	41.53	39.74	38.72	38.47	28.34	29.25	26.96	25.22	27.31

Notes: Figures for 2025 are estimates.

(a) Equipment expenditure includes major equipment expenditure and R&D devoted to major equipment.

(b) Personnel expenditure includes military and civilian expenditure and pensions.

Table 8b: Distribution of defence expenditure by main category
(percentage of total defence expenditure)

Country	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025e
Infrastructure (c)												
Albania	0.86	1.40	1.37	0.92	1.09	1.64	1.39	3.61	5.12	9.15	9.69	10.99
Belgium	1.81	0.93	0.96	1.05	1.43	1.19	1.00	0.82	2.67	3.85	4.33	2.96
Bulgaria	0.63	1.27	0.63	0.83	2.62	1.09	7.71	4.93	6.96	2.01	0.90	0.31
Canada	3.81	3.63	3.03	2.98	3.58	2.72	3.07	3.22	2.64	2.66	2.34	3.72
Croatia	1.24	1.98	1.26	3.59	1.00	1.41	1.53	0.55	0.71	3.01	2.25	1.02
Czechia	2.34	3.32	3.91	3.99	5.31	5.27	7.41	6.24	4.32	6.37	8.02	5.31
Denmark	0.97	1.09	2.16	1.95	1.49	1.85	1.84	4.08	3.07	2.64	1.56	2.15
Estonia	8.20	8.45	12.15	11.27	8.52	6.13	6.65	5.55	8.02	10.65	12.90	6.45
Finland	0.00	0.00	0.00	0.00	0.00	0.29	0.37	0.63	0.52	0.15	0.22	0.15
France	2.33	2.80	2.70	2.88	3.51	3.13	2.88	3.04	3.01	3.60	3.65	3.98
Germany	3.75	3.60	3.39	4.06	4.15	3.99	3.78	3.74	3.54	3.35	3.11	4.56
Greece	1.10	0.65	0.58	0.79	0.62	0.20	0.18	0.26	0.26	0.59	0.92	0.41
Hungary	1.07	1.21	1.13	1.31	1.68	2.64	1.41	9.16	2.23	1.13	0.86	0.43
Italy	1.40	1.30	0.70	0.94	1.29	0.67	0.97	1.48	1.95	2.13	3.15	2.83
Latvia	8.89	6.64	12.83	15.02	6.45	10.30	11.85	5.28	4.31	6.85	5.44	8.62
Lithuania	2.17	2.16	3.59	3.92	2.24	2.40	1.25	2.47	4.54	9.77	9.44	5.91
Luxembourg	10.26	7.79	6.64	4.64	5.05	3.16	3.42	7.28	4.96	13.88	9.03	6.58
Montenegro	0.96	2.47	2.41	0.88	1.86	1.48	1.33	5.26	0.49	5.16	7.63	4.15
Netherlands	4.77	3.19	3.90	3.02	3.46	3.26	3.14	2.99	3.32	2.93	2.26	4.30
North Macedonia	1.24	1.67	1.28	1.01	0.95	3.89	2.78	3.09	3.09	1.64	2.06	3.78
Norway	5.71	5.30	6.56	6.93	6.67	5.87	6.55	6.45	5.64	5.17	6.95	5.83
Poland	5.47	4.74	4.62	4.21	3.45	4.78	4.31	3.71	4.12	4.41	4.72	4.08
Portugal	0.11	0.25	0.06	0.03	0.05	0.11	0.08	4.48	2.11	2.48	3.91	2.15
Romania	1.09	1.27	2.77	2.09	1.54	3.53	4.29	7.06	4.19	4.49	4.93	7.06
Slovak Republic	0.57	1.99	3.75	2.97	2.00	1.17	5.21	1.46	2.60	3.67	2.91	4.29
Slovenia	0.65	0.61	1.14	0.45	1.40	0.57	1.10	1.31	1.92	6.72	4.15	2.72
Spain	0.66	0.97	0.97	0.68	0.64	0.98	1.07	1.08	0.76	1.46	1.47	1.15
Sweden	0.47	0.46	0.47	0.45	0.43	0.38	0.36	0.29	0.23	3.16	2.71	3.19
Türkiye	2.77	2.56	2.42	2.95	2.53	2.26	2.22	7.49	7.63	9.48	7.01	6.60
United Kingdom	1.95	1.63	1.87	2.25	2.99	2.11	1.72	1.72	2.88	2.21	2.24	2.81
United States	1.71	1.45	1.22	1.23	1.17	1.38	1.33	1.27	1.32	1.49	1.74	1.87
Other (d)												
Albania	14.44	11.53	22.57	23.92	18.79	20.86	19.20	17.70	17.78	16.67	18.79	36.69
Belgium	16.83	17.40	17.52	17.23	17.72	19.36	21.54	22.92	27.08	25.79	32.33	51.61
Bulgaria	25.51	21.60	24.57	22.74	24.74	9.74	20.05	18.43	19.54	16.80	15.28	16.91
Canada	32.26	32.14	33.25	28.95	33.46	33.90	33.04	34.79	37.60	35.23	33.40	37.31
Croatia	16.65	17.73	15.83	18.99	18.67	18.33	13.27	12.73	12.72	14.49	12.88	13.80
Czechia	29.73	29.67	27.45	28.35	28.95	26.47	25.56	28.58	28.17	27.72	26.73	32.87
Denmark	36.78	35.40	34.65	40.66	36.97	33.69	34.44	30.42	37.33	55.17	48.50	47.68
Estonia	31.03	39.18	31.30	34.62	41.14	44.20	37.68	37.65	40.71	48.32	27.97	50.88
Finland	46.08	47.96	47.10	46.13	47.49	44.10	44.16	44.40	34.17	34.17	31.35	37.45
France	24.43	24.37	24.92	24.97	25.92	26.74	26.49	26.12	26.02	26.00	29.85	27.99
Germany	32.63	34.61	36.05	35.20	35.49	36.06	36.55	37.29	39.96	42.84	46.34	40.71
Greece	13.55	16.90	12.84	11.37	9.60	11.17	14.55	8.72	11.53	12.67	11.95	15.93
Hungary	41.40	40.83	35.84	43.01	43.36	25.53	25.84	15.70	18.76	26.33	26.69	26.32
Italy	11.27	11.42	9.42	10.80	11.43	12.11	12.95	11.56	11.61	13.55	14.07	20.48
Latvia	30.59	29.69	24.25	31.38	27.38	34.51	30.46	35.42	34.51	29.27	36.37	25.92
Lithuania	26.24	27.79	20.85	23.67	23.30	20.01	23.71	32.63	25.63	29.51	30.77	23.23
Luxembourg	17.82	16.11	17.73	18.90	16.35	16.37	16.30	18.57	21.15	22.80	33.46	21.71
Montenegro	13.06	14.07	17.80	13.27	13.50	12.16	13.06	14.30	15.53	12.44	14.61	13.27
Netherlands	28.05	30.14	30.20	30.04	28.99	27.13	26.24	25.29	34.85	58.31	37.11	39.15
North Macedonia	20.34	16.25	19.09	17.26	16.43	20.36	22.37	24.10	29.98	25.47	24.80	23.49
Norway	33.24	32.90	31.46	31.36	31.30	30.59	30.53	30.21	31.75	31.57	31.78	32.27
Poland	24.24	20.11	26.61	23.71	22.89	24.95	21.67	18.85	20.74	18.94	20.15	15.63
Portugal	10.19	9.15	8.61	8.35	9.72	12.77	11.41	19.97	19.99	17.57	26.21	31.38
Romania	11.98	15.78	11.79	9.90	10.51	12.99	13.38	13.58	15.26	13.89	12.43	12.37
Slovak Republic	19.16	23.49	22.22	21.08	20.99	17.95	20.60	19.59	18.09	25.13	20.04	23.90
Slovenia	16.38	15.31	21.80	20.47	20.24	23.25	20.46	22.14	21.94	19.54	18.85	38.12
Spain	18.50	19.03	19.78	17.28	17.89	16.14	16.96	17.76	25.65	21.85	16.30	16.81
Sweden	24.97	31.53	32.79	48.40	49.00	46.67	45.09	56.83	57.15	46.21	44.97	38.65
Türkiye	15.27	15.49	14.43	15.73	14.65	15.04	16.41	15.32	18.67	16.53	16.42	25.73
United Kingdom	38.63	39.82	41.62	40.92	41.01	40.97	40.65	37.29	35.96	35.84	34.03	31.86
United States	36.87	36.51	28.73	31.52	32.03	30.84	30.51	41.69	41.58	42.81	43.16	41.12

Notes: Figures for 2025 are estimates.

(c) Infrastructure expenditure includes NATO common infrastructure and national military construction.

(d) Other expenditure includes operations and maintenance expenditure, other R&D expenditure and expenditure not allocated among above-mentioned categories.

NATO defence expenditure

NATO defines defence expenditure as payments made by a national government specifically to meet the needs of its armed forces, those of Allies or of the Alliance. A major component of defence expenditure is payments for Armed Forces financed from within the Ministry of Defence (MoD) budget. Armed Forces include Land, Maritime and Air forces as well as Joint formations such as Administration and Command, Special Operations Forces, Medical Service, Logistic Command, Space Command, Cyber Command, etc. They might also include "Other Forces" like Ministry of Interior troops, national police forces, gendarmerie, carabinieri, coast guards etc. In such cases, expenditure is included only in proportion to the forces that are trained in military tactics, are equipped as a military force, can operate under direct military authority in deployed operations, and can, realistically, be deployed outside national territory in support of a military force. Also, expenditure on Other Forces financed through the budgets of ministries other than MoD is included in defence expenditure.

Pension payments made directly by the government to retired military and civilian employees of military departments are included regardless of whether these payments are made from the budget of the MoD or other ministries.

Expenditure for peacekeeping and humanitarian operations (paid by MoD or other ministries), the destruction of weapons, equipment and ammunition, contributions to eligible NATO-managed trust funds, and the costs associated with inspection and control of equipment destruction are included in defence expenditure.

Research and development (R&D) costs are included in defence expenditure. R&D costs also include expenditure for those projects that do not successfully lead to production of equipment.

Expenditure for the military component of mixed civilian-military activities is included, but only when the military component can be specifically accounted for or estimated.

Expenditure on NATO common infrastructure is included in the total defence expenditure of each Ally only to the extent of that nation's net contribution.

War damage payments and spending on civil defence are both excluded from the NATO definition of defence expenditure.

NATO uses United States dollars (USD) as the common currency denominator. The exchange rate applied to each Ally is the average annual rate published by the International Monetary Fund (IMF).

Iceland has no armed forces. For nations of the Euro zone and Montenegro, monetary values in national currency are expressed in Euros for all years. Latvia adopted the Euro from 2014, Lithuania from 2015, and Croatia from 2023. As Bulgaria adopted the Euro in 2026, but data is included only up to 2025, figures for Bulgaria are expressed in Bulgarian Leva. Montenegro joined the Alliance in 2017, North Macedonia in 2020, Finland in 2023 and Sweden in 2024.

To avoid any ambiguity, the fiscal year has been designated by the year which includes the highest number of months: e.g. 2025 represents the fiscal year 2025/2026 for Canada and the United Kingdom, and the fiscal year 2024/2025 for the United States. Because of rounding, the total figures may differ from the sum of their components.

Conventional signs:

e	estimated
-	nil
..	not available
	break in continuity of series
.	decimal point

Nomenclature of NATO defence expenditure:

1	Operating costs
1.1	Military personnel
1.1.1	Pay and allowances
1.1.2	Employer's contributions to retirement funds
1.1.3	Other
1.2	Civilian personnel
1.2.1	Pay and allowances
1.2.2	Employer's contributions to retirement funds
1.3	Pensions
1.3.1	Paid to military retirees
1.3.2	Paid to civilian retirees
1.4	Operations and maintenance
1.4.1	Ammunition and explosives (excluding nuclear)
1.4.2	Petroleum products
1.4.3	Spare parts
1.4.4	Other equipment and supplies
1.4.5	Rents
1.4.6	Other operations and maintenance
2	Procurement and construction
2.1	Major equipment
2.1.1	Missile systems
2.1.2	Missiles (conventional weapons)
2.1.3	Nuclear weapons
2.1.4	Aircraft
2.1.5	Artillery
2.1.6	Combat vehicles
2.1.7	Engineering equipment

2.1.8	Weapons and small arms
2.1.9	Transport vehicles
2.1.10	Ships and harbour craft
2.1.11	Electronic and communications equipment
2.2	National military construction
2.3	NATO common infrastructure
2.3.1	Expenditure as host country
2.3.2	Payments to other countries
2.3.3	Receipts from other countries
2.3.4	Land and utilities
3	Research and development
3.1	Devoted to major equipment
3.2	Other
4	Other expenditure
5	Total
6	Statistical discrepancy
7	Adjusted total

Main categories of defence expenditure:

- Equipment (Table 8a) — lines 2.1 + 3.1
- Personnel (Table 8a) — lines 1.1 + 1.2 + 1.3
- Infrastructure (Table 8b) — lines 2.2 + 2.3
- Other (Table 8b) — lines 1.4 + 3.2 + 4



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